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EMPLOYMENT SERVICE REVIEW

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U.S. DEPARTMENT OF LABOR
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MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator
BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
FRANK H. CASSELL, DIRECTOR

DEPOSITED BY THE
UNITED STATES OF AMERICA

Meeting Professional Manpower Needs

STANLEY H. RUTTENBERG
Manpower Administrator
U.S. Department of Labor

Much concern is currently being expressed about our ability to meet the rapidly growing demand for professional and technical manpower. It is appropriate, therefore, to focus attention on the extent of possible shortages in the professional occupations, the special problems of administrators of human services programs, and the underutilization of minority groups in our society who, if properly trained and utilized, could help us in meeting deepening manpower shortages.

Our Employment Service network and special Task Forces working for the Secretary of Labor continue to report that we are not in a period of general labor shortage. The major problem lies in the shortages that have begun to crop up in certain professional and technical occupations. Although our information is far from exact, we feel that the supply of persons with post-secondary education may well fall short of meeting the demand for many of these key occupations in the years ahead.

The Department of Labor has recently completed a review of the pattern of job growth. During the 1965–75 period; professional, technical, and kindred occupations are expected to continue to constitute the area of fastest employment growth. Compared with the expected increase of about one-fourth in total employment between 1964 and 1975, an increase of 54 percent is anticipated in these occupations requiring post-secondary education.

Growth in research and development, characteristic of the postwar period, can be expected to call for ever-increasing numbers of experts in all the major professional and technical occupations. The goals of the Great Society have created a demand for a host of new experts. Widespread and growing needs for personnel to work in the many programs associated with restructuring life in our major metropolitan centers involve not only city planners, engineers, and architects to rebuild the blighted areas, but also a wide range of social scientists whose talents will be used to redeem human resources in these cities. Medicare and various other Federal, State, and local programs to improve the health of young as well as older citizens will also require major increases in personnel.

These conclusions about the crucial role of professional manpower in meeting our society's objectives have been underscored by the preliminary results of a research project currently being conducted for the Manpower Administration by the National Planning Association (NPA). The NPA is attempting to calculate manpower requirements needed during the 1970's to fulfill national objectives as established by a Presidential Commission on National Goals activated in the 1950's. These goals include national security, space research, rebuilding of our cities, expanding health services, and all the other great objectives of our Nation. The results of the NPA study thus far clearly indicate that, in order to achieve these goals, the largest relative increases in employment must take place in the professional and technical group.

The Outlook for Professional and Technical Manpower

Engineers, scientists, teachers, and professionals in the health services account for the bulk of our professional and technical workers, and these occupational areas are expected to grow significantly during the coming years. Our estimates all point to steadily increasing demand in these fields which are so crucial to the maintenance of our national security, the opening of new frontiers of knowledge, and the general improvement of the Nation's living standards.

In the field of education, the greatest proportional increase in demand during the next decade will take place at the higher education level. The shortage of college teachers dramatically illustrates the fact that, in certain key professional areas, manpower resources appear to be lagging behind our requirements. The demand for college and university teachers is pivotal,

Adapted from a statement before the Special Subcommittee on Education of the House Committee on Education and Labor, February 16, 1966.

Opportunities in the health field are expected to expand rapidly through the mid-1970's.

for, unless this demand is met, the supply of manpower for all other professions is likely to be affected.

A continued rapid expansion of employment in the health field is also expected through the mid-1970's. A variety of factors—an expanding and aging population, wider public awareness of the importance of medical care, Medicare, and related programs—will contribute to a continuing high level of demand for professionals in the health service field. Of particular significance is the growth in demand for technical support personnel in the health services.

Professional Manpower Needs in the Area of Human Services

All evidence indicates that the most dramatic growth in the manpower picture will take place in the area of human services. We already have emphasized the crucial demand for teachers and health service workers. However, if the Great Society is to be achieved, manpower needs in a wide range of human service areas will have to be met. Final victory in the war against poverty, for example, will require counseling personnel and social workers—many more than are currently available or are projected for the future.

Those of us concerned with administering large human services programs realize that we are handicapped by the lack of qualified persons to carry out our responsibilities. Educators of this country need to work with administrators in developing new experts to work in the human services field. If the colleges and universities are to produce the kind of personnel we need, in most cases, they will have to adjust their curriculums and training programs to provide a wide range of skills.

To illustrate the problem we face, the public Employment Service, which plays a vital role in the manpower arena, will need thousands of placement, counseling, testing, interviewing, and research experts to carry out its critical responsibilities.

A special task force of distinguished citizens recently recommended to the Secretary of Labor a broad program to strengthen the Employment Service. This group placed particular emphasis on the more complex and challenging demands which will face the staff of State and local employment offices in the years to come and the consequent need to raise the standards for persons in this field.

The experience we have had in the Employment Service has been duplicated elsewhere. It is urgent that educators of this country examine the manpower requirements of many of our large human service programs, which are suffering because of a lack of trained personnel. We would be happy to discuss our manpower needs with representatives of our colleges and universities and offer our assistance in designing the educational programs to meet our professional manpower needs.

Long-standing shortages in the counseling profession deserve our special attention. The added responsibilities placed upon counselors for implementing the new Federal programs enacted since 1962 have seriously aggravated this situation. An interagency Task Force on Counseling, under my direction, has been considering this problem area since last fall. The Task Force's Subcommittee on Needs and Resources for Supplying Counseling Personnel has concluded tentatively that both present and future needs for counselors far outweigh the present and future estimates of supply.

Shortages also currently exist in the field of social work. Social workers have a central role in the War on Poverty, as they have had in earlier efforts to strengthen assistance to disadvantaged people. In 1965, there were approximately 125,000 social workers—well below the number needed. It is expected that, on the average, 15,000 new social workers will be needed annually between now and 1975. In view of these increased requirements for the War on Poverty, expanding efforts to deal with problems of mental health and retardation, and other new programs, the supply and demand situation in this profession may well become worse than it is now.

Programs for Meeting Shortages

The remarkable legislative achievements of the Congress on behalf of educational improvement will undoubtedly help to alleviate professional and technical manpower shortages. Nevertheless, we must make still greater efforts to provide education to all of our young people with the potential and desire to go on to college.

In addition to educating larger numbers of professionals in our colleges and universities, a second approach to meeting the need for high-level manpower is the training of technicians and other supporting personnel to take over the less complex responsibilities of professional jobs. Technicians are among the fastest growing occupational groups in the United States, and it is estimated that this rapid growth will continue. In general, the demand will be strongest for high level engineering and science technicians. Technical personnel, who receive extensive post-high school training either on the job or in technical institutes, in junior colleges, or in vocational schools, may provide one of the keys to a successful solution of our professional manpower shortages.

If these demands for technical and supporting personnel can be met, we may then be able to reduce the future need for highly trained professional personnel. In a study recently conducted in the Manpower Administration on the manpower outlook in the health service industry, it was determined that aside from physicians and nurses, the most dynamic growth occupations in this field will be X-ray technicians and medical laboratory personnel.

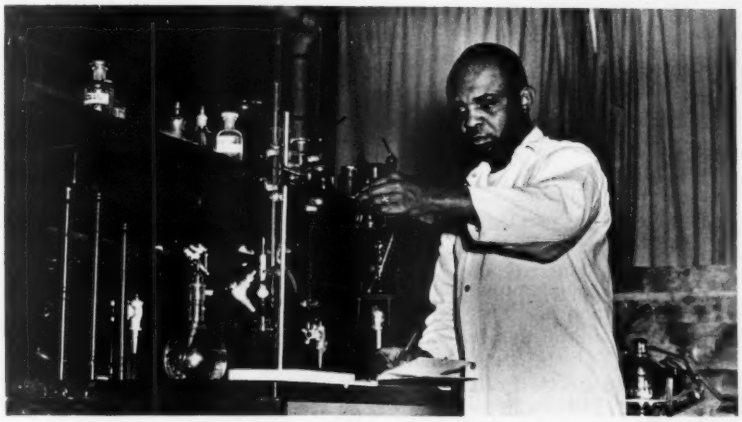
Our MDTA experimental-demonstration programs furnish us with examples of how to proceed in an active way to overcome specific manpower shortages of this kind. We have attempted to break down professional and technical occupations—particularly in fields such as health and education—and to train relatively inexperienced and unskilled workers to perform the more routine responsibilities of these high level occupations.

City planners, engineers, and architects will be in demand for widespread urban redevelopment.

We are, for example, successfully training young people from the most disadvantaged sections in Washington, D.C., to work as aides in a community mental health center. Other agencies have pioneered in similar programs and have trained disadvantaged persons as recreation aides, group work aides, laboratory assistants, and in a host of similar jobs. For some trainees, these may be terminal occupations, but for most we hope they will serve as only the first step on a continuum of job advancement.

Minority Groups as a Source of Professional Manpower

Certainly, one of the most important events in our times is the "revolu-



Air Materiel Command photo

An aging population and Medicare will create a continuing and increasing demand for professional personnel.

Minority groups can provide an additional source of professional manpower.

Engineers are needed in many fields of work.

tion of rising expectations" among Negroes in America. This revolution, in addition to the benefits it brings to all of us by bringing equality closer to all Americans, can provide an additional resource in helping to meet our need for professional manpower.

Nonwhites, mainly Negroes, have been underrepresented in professional jobs and in institutions of higher learning.

The major resources for training Negroes at the college level have long been colleges which are predominantly Negro, and located for the most part in Southern States. The most exhaustive study of the predominantly Negro colleges in America was undertaken recently by Earl S. McGrath, a former U.S. Commissioner of Education. His findings, published last year, indicate the severe handicaps which restrict the development of many of these institutions, thus seriously affecting the preparation of Negro youth for professional careers. It should be emphasized that while integrated higher education is opening up for Negro students throughout the Nation, the 123 predominantly Negro colleges still enrolled approximately 58 percent of all Negro college and university students in 1963, and are likely to remain the major source of higher education for Negroes for many years to come.

It is thus disturbing to read Dr. McGrath's conclusions about the great need for reorientation and the inadequate resources of these institutions at a time when a wider range of professional employment opportunities is rapidly becoming available for Negroes, and greater demands for excellence are being placed on our colleges. Within the liberal arts disciplines, for example, their curriculums exhibit a stronger emphasis on the humanities than on the social and natural sciences—the fields in which the greatest professional manpower needs are centered.

More Graduate Schools Needed

The predominantly Negro institutions are chiefly 4-year undergraduate colleges. Only a few have graduate schools, only three of which offer the doctor's degree, two of them only in selected fields. Dr. McGrath found that Negro college freshmen are, on the average, less well prepared for college work than those in other colleges. Thus, some Negro colleges must attempt the almost impossible task of compressing 6 years of instruction (2 years of remedial work plus 4 years of higher education) into the normal 4 college years.

Further compounding these complex problems which confront Negro colleges, Dr. McGrath's study points out, are the serious shortages of funds which prevent these institutions from fully sustaining their established pro-

grams at adequate levels, to say nothing of needed expansions into new fields.

The 1965 President's Manpower Report indicated that predominantly Negro colleges were unprepared for the sharp increase in the number of recruiters from Government and industry seeking Negro college graduates in 1964. Graduates of these colleges with training in science, engineering, mathematics, or business management—of whom there are few in these institutions—were in greatest demand. In 1962, well over half the graduates of predominantly Negro institutions were education majors, more than twice the proportion of education majors among all college graduates in the country. Less than 2 percent of the graduates of Negro colleges had studied engineering, and less than 4 percent business and commercial subjects. For all college graduates, the corresponding proportions were 9 and 13 percent, respectively. Of the men graduates of predominantly Negro colleges, nearly 4 out of every 10 majored in education, compared with only 1 out of 10 among all men college graduates.

More teachers will be needed to educate a greater percentage of the young people to assume tomorrow's technical jobs.

Research Project Results

The findings of a recently completed research project which was partially supported by the Manpower Administration provides further insight into this important, underutilized manpower resource—the Negro college graduate. Significantly, the project report, prepared by the National Opinion Research Center in Chicago, is entitled "Neglected Talent." The NORC conducted a detailed survey of a representative group of the 1964 graduates of 52 American Negro colleges. It compared them with a sample of seniors in 184 American colleges and universities, almost exclusively white, with the following extremely interesting results:

- At a time of increasing manpower shortages in occupations requiring higher education, relatively fewer Negro men (45 percent) than white men (71 percent) have a definite job offer when they are about to graduate from college.
- The job areas they find most difficult to enter are business and industry, engineering, and physical science research.
- Negro college graduates have great confidence in their own abilities to succeed in various occupations and professions, but they switch into second-choice careers because they are unable to finance further training and study. Because of financial needs their talents are lost, especially to medicine, engineering, and law.
- While Negroes aspire to careers in which men are needed, they are often discouraged from preparing themselves for such careers.

Of particular significance is the opinion of Negro college graduates about employment opportunities. The study probed deeply into this area. Negro graduates were presented with a list of 17 diverse fields and asked to what extent these fields are open to Negroes on the same basis as whites. In the case of only three fields did a majority feel that employment was open to them on the same basis as whites—military service (74 percent), elementary school teaching (52 percent), and social work (51 percent). Of the proportion who expected equality of opportunity in some of the shortage areas, less than half of the graduates believed there was equality of opportunity in medicine and only one-third felt such opportunities existed in physical science research and engineering. It is striking how few expect equal opportunity to achieve executive positions in business (15 percent), State Government (10 percent), or in the Federal Government (29 percent).

It would seem that the underutilization of our Negro college youth is symptomatic of our general failure to meet fully our manpower requirements in the most exacting occupations in our labor force. We are deficient in making full use of the talents, aspirations, and energy of all our citizens, regardless of whether they are nonwhite, poor, or culturally disadvantaged. This, then, is the great task ahead of us—to provide each American with the education, training, encouragement, and inspiration to fulfill his potential.

ES and the Professional Community

FRANK H. CASSELL
Director
U.S. Employment Service

We take pride in the growth of our economy, in the achievements of our scientists and engineers, and in the ability of our dynamic private-enterprise economy to put new technology into practical use. But the requirements of technology demand continuing adjustments in our work force.
—Manpower Report of the President, March 8, 1966.

Maximizing the effective use of the Nation's critically needed professional manpower requires an array of specialized services in the process of bringing the professional job applicant and the professional job opening together. Although the Employment Service has years of experience in serving all sectors of the work force—in 1965, local offices made over a quarter of a million placements of professional and technical manpower—its professional placement service must be considered in an early developmental stage.

The tremendous current and future growth in the number of professional workers is reflected in a recent study made by the U.S. Office of Education. A comparison of degrees granted in the academic years 1947–48 and 1963–64 shows an increase of 85 percent in primary college degrees, 138 percent in secondary degrees, and 270 percent in doctoral degrees. Predictions for 1974–75 forecast a further increase from 1963–64 of 80 percent for primary degrees, and a doubling of secondary and doctoral degrees. With ever-widening career opportunities, professionals now need increasing job-finding assistance. In addition, many require jobs to meet the rising cost of staying in college. In 1965, more than half of the 5.4 million college students needed part-time or summer jobs, a proportion that can be expected to grow with increasing enrollments from all economic levels in the population. By the fall of 1974, 8.7 million students are expected to be enrolled in degree-credit courses in colleges and universities.

Centralized teacher placement centers in 13 States are helping alleviate the teacher shortage.

Demand for the services of high-talent, professional workers is increasing at an even greater rate. The search for such persons to fill available professional positions already is a critical problem to many employers. For the past year, the INDEX OF PROFESSIONAL JOB OPENINGS in interarea recruitment, compiled biweekly by the U.S. Employment Service, has averaged 14,000 to 16,000 unfilled openings for each 2-week period.

At the same time, the spiraling growth of our economy, brought about by technological development and innovation, by record-breaking capital investments, by a steadily diminishing unemployment rate, and by increased governmental support of research, education, and social welfare programs, is daily transforming the patterns of our national job market. Not only is the need for professionals increasing, but also job structures are changing. A major problem today, which may be expected to intensify, is facilitating rapid, effective placement and utilization of professionals. Only as this problem is resolved, can our national production continue to soar and can we meet the President's goal of creating 134,000 jobs each month during the coming year. Only if key professional positions are filled, can industry create the lower level jobs for new entrants into the job market, the hardcore unemployed, and the economically disadvantaged. Only if professionals are available to operate them, can the Great Society programs function.

Today's professionally qualified jobseeker faces the problem of fitting his qualifications into this vast, complex, dynamic economy. Traditional jobseeking methods—relying on acquaintances, friends, and personal knowledge of the job market—become less effective in such an environment. Neither the professional seeking a position, nor the employer seeking his services, can adequately survey and analyze all aspects of the job market which bear on his problem. Many employers and professional workers recognize that traditional methods are obsolete and inadequate and that more efficiency must be built into the functioning of the job market. Yet there is no widespread agreement as to how it should be done.

The Employment Service must provide leadership in updating and reconstructing the professional job-finding-jobfilling process and seek more universal acceptance and cooperation from the professional community. But first, it must improve its ability to provide effective services to professionals in *all* categories. It must recognize the unique needs of professional occupational groups, the widely varying characteristics and employment patterns, and the fluctuating conditions within various sectors of the economy. We must review, and change where necessary, concepts of service, procedures, and facilities to insure that they accommodate the professional. We must think in terms of "meeting need," rather than in terms of "placements," and evaluate our services accordingly. The ES must recognize the basic characteristics of professional workers and employers, and the significance of these characteristics to providing an effective manpower service.

Some basic concepts which the Employment Service must take into consideration are:

1. Many professionals have "field of work" rather than industry attachments.

2. The traditional professional job market has functioned on a rather unorganized, personalized basis; the feeling is still fairly prevalent among both workers and employers that the "job should seek the man."

3. The local labor area concept applies less to this group than to other workers, since generally professionals are willing to travel greater distances in seeking or changing employment and even in daily commuting to the job.

4. Employers are usually highly selective in hiring a professional, basing their decisions on many intangible factors other than training and experience, such as his capacity for growth, leadership and teamwork abilities, professional stature and social effectiveness, and the intensity of his drives and motivations. A professional seeking employment is equally selective. In addition to the work to be performed and the salary offered, his decisions are often based on such factors as the opportunity for career development, the effect of the position on his prestige and professional standing, the opportunity it affords him to make a significant contribution in his field, and the firm's policies and reputation.

5. A professionally qualified applicant generally prefers to review for himself all openings available in his field rather than being limited to selected referrals to specific job openings. Likewise, employers prefer to

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select from a lengthy roster of eligibles rather than from two or three prescreened applicants.

Recognition of these basic characteristics rules out the premise that a placement procedure effective for one occupational group will be equally effective for all groups.

While showing steady gains, the present Employment Service impact on, and involvement in, the professional job market is still largely peripheral. In part at least, this is due to the dynamics of the job market itself. However, a large segment of the professional community has not yet accepted the concept of the necessity for more formalized, more efficient methods of jobseeking or jobfilling. Professional Placement is still evolving; much is yet to be learned. From the service point of view, the Employment Service is moving ahead. This does not mean, however, that we have done much more than scratch the surface.

In addition to the external factors which have limited ES involvement in the professional job market, there are internal impediments. Since services to this group are more time consuming, more expensive, budget cuts in ES funds often lead to curtailment in emphasis on this area.

Needs of occupations differ. Our goal should be to gear our services to the needs of particular occupational groups. Rather than striving for uniformity in our procedures, we should seek to identify the needs of particular groups and develop procedures to meet them. Our objective must be placement of professionals in jobs which provide challenge and personal satisfaction and in which they can make their greatest contribution to the economy. All aspects of professional placement need additional research to achieve these improvements in our techniques, procedures, and methods. Equally important, sustained emphasis should be maintained.

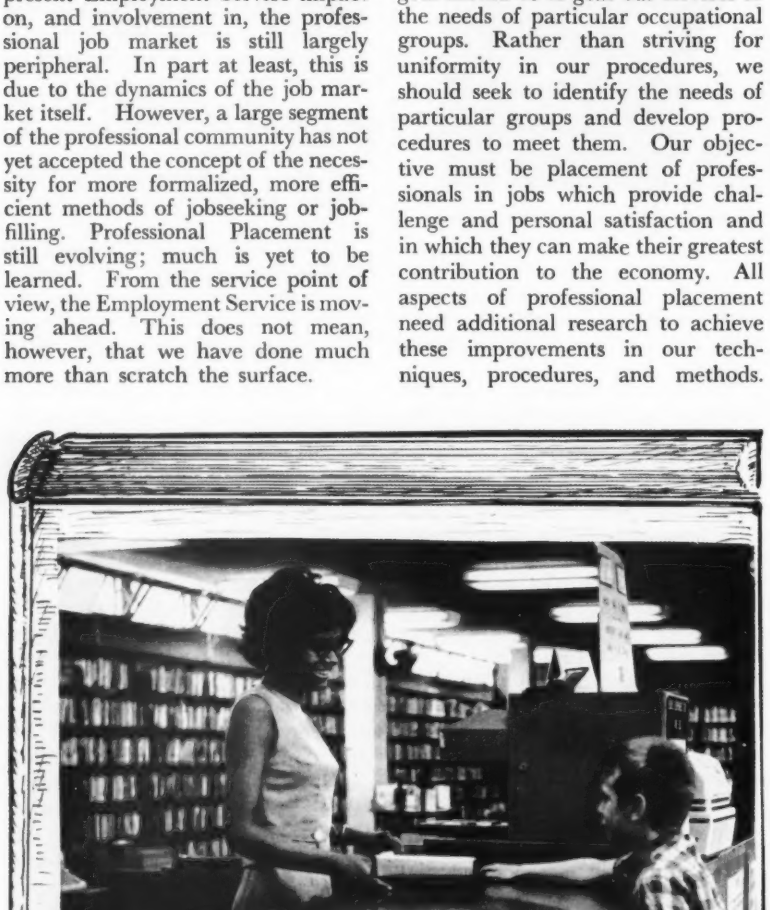
In an attempt to meet the special needs of the professional community, the following programs and improvements have been established:

A. *Local Office Improvements.*—The largest metropolitan areas in the country contain over half of the Nation's total nonagricultural employment. Because of this large concentration of population and employment, priority has been given to improvement of the professional placement service in these areas. In many of them, separate units or offices have been established to serve the professional occupations. Separate and specialized units are now maintained in 37 cities within combined professional and clerical offices. In addition, nine completely separate offices serve only professional, scientific, and managerial occupations. These ES Professional Placement Centers are located in New York City, White Plains (N.Y.), Newark, Boston, Chicago, Detroit, Washington (D.C.), Houston, and Los Angeles.

Many local offices have established advisory committees composed of key people in professional societies, civic groups, and industrial associations. These volunteer committees work with ES staff members to help identify professional placement needs, assist in plans for effective service, and serve as a liaison between the Employment Service and the professional worker.

B. *Centralized Teacher Placement Centers.*—At the present time, 13 States operate statewide, centralized Teacher Placement Centers. These Centers were established to meet needs within the respective States, and operate with the cooperation and support of State educators. Methods of operation vary. In some agencies, local offices take credit for teacher placement activities; in others, the Centers report the placements.

C. *Professional Office Network.*—Several years ago, an attempt to speed up the professional recruitment process resulted in the establishment of a network of offices. Designated



Librarians are being placed by means of the national registry for librarians set up last year in Chicago.

as the Professional Office Network (PON), there are now 119 member offices which deal *directly* with each other in exchanging professional order and application information. Network members use the telephone, telegraph, or air mail, whichever is more appropriate in a particular situation.

D. *Professional Placement Improvement Centers.*—A recent step toward initiating improvement research was the establishment of seven local offices as Professional Placement Improvement Centers (PPIC's). Working with the national office, they will serve as laboratories for new ideas, techniques, and procedures to improve the function.

During 1965, State agencies submitted 107 project proposals to be tried out in the Centers, several of which are now underway. A *Management Improvement* project, approved for the D.C. Professional Center in January 1966, is an effort to gear local office management to the unique needs of the professional community.

Another project, called *Streamline Service,* is being established in Los Angeles and in the District of Columbia, in response to requests from several professional associations for a convention-type placement service in local offices on a year-round basis. As in convention placement services, orders and applications for a specific occupational family are placed in binders for review. Personal identification is replaced by a code number. Employers and applicants select items which interest them and are then interviewed. The project is expected to effect considerable savings in ES staff interviewing time, as well as to afford the professional applicant and employer a broader view of the supply-demand picture.

Pending approval is another project for the establishment of a special intensive service unit in both the Detroit and the Boston Professional Placement Centers for 1 year. The units will work with professional applicants who, for reasons of obsolete work experience, training, or other causes, are not readily competitive in today's job market. Efforts will be made to identify and to mitigate individual hindrances to full, suitable employment.

Among several other projects being considered, one calls for using outside researchers to analyze the dynamic functioning of the professional job market, e.g., What are their ideas of how the employment market should operate? What do they want and need from the Employment Service? To what extent is the Employment Service actually meeting the needs? How can the service be improved? How can the degree of ES effectiveness in professional fields be measured and evaluated?

E. *National Registries.*—To enhance the effectiveness of regular local office services to specific professional groups, several associations have requested that we provide national registry services for the occupations represented in their membership. In response to these requests and in view of the fact that the job market for certain professional occupations is nationwide in scope, we have already established three registries and are in the process of establishing a fourth.

The National Register for Librarians, located in the Chicago Professional Placement Center of the Illinois State Employment Service, began operation in August 1965. While it is still too new for transaction statistics to mean much at this time, the number of applications and orders has been impressive. Orders have been received from a wide variety of institutions, including Harvard and Northwestern Universities. Comments from hiring institutions and librarians indicate that they have been entirely satisfied.

The *National Registry for Economists,* also located in the Chicago Professional Placement Center, began operating in January 1966. Orders and applications from the convention placement service for economists held in December 1965 formed the nucleus for the Registry. This service is also being well received.

The *National Registry for Anthropologists,* established in Washington, D.C., at the Professional Placement Center, USES–DC, on June 1, 1966, has already received a number of applications and orders. It appears that this service will be as well accepted as the other two.

F. *Convention Placement Service.*—Since 1952, on request from professional associations, the Employment Service has provided services at the site of national and regional conventions. As we gained experience through dealing with a growing

For the last 14 years, the Employment Service has been providing services upon request at national and regional conventions.

number of different kinds of occupational groups, the Employment Service has adapted, revised, and improved its convention placement procedures, forms, equipment, and methods. Various State agencies host the services and the national office coordinates them to insure uniformity in effectiveness.

During fiscal year 1965, services were provided to 22 associations during 7 regional and 15 national conventions.

G. *Nurses Registries.*—Placement services for nurses are operated by eight States and the District of Columbia on a 24-hour, 7-day week basis in 37 cities. Such registries provide hospital and private-patient employers with qualified nurses to meet both routine and emergency needs. Nurses can place themselves "on call" for assignments, with the prerogative of selecting the hours and types of assignment suitable to their needs.

H. *Services to Retired Military Personnel.*—Specialized services have been established to meet the unique needs of professionally qualified persons who are leaving military service and seeking civilian employment. Retired officers and technically skilled enlisted men are provided with career consultation, assistance in preparing résumés, job market information, and other aids in making the transition from military to civilian work. In cooperation with the Department of Defense, this program operates on a nationwide basis. As a part of this program, ES personnel conduct preseparation orientation sessions on military bases for military personnel. This service is available to all installations at the request of the base commander. These programs were fully described in articles in the June 1966 issue of the EMPLOYMENT SERVICE REVIEW.

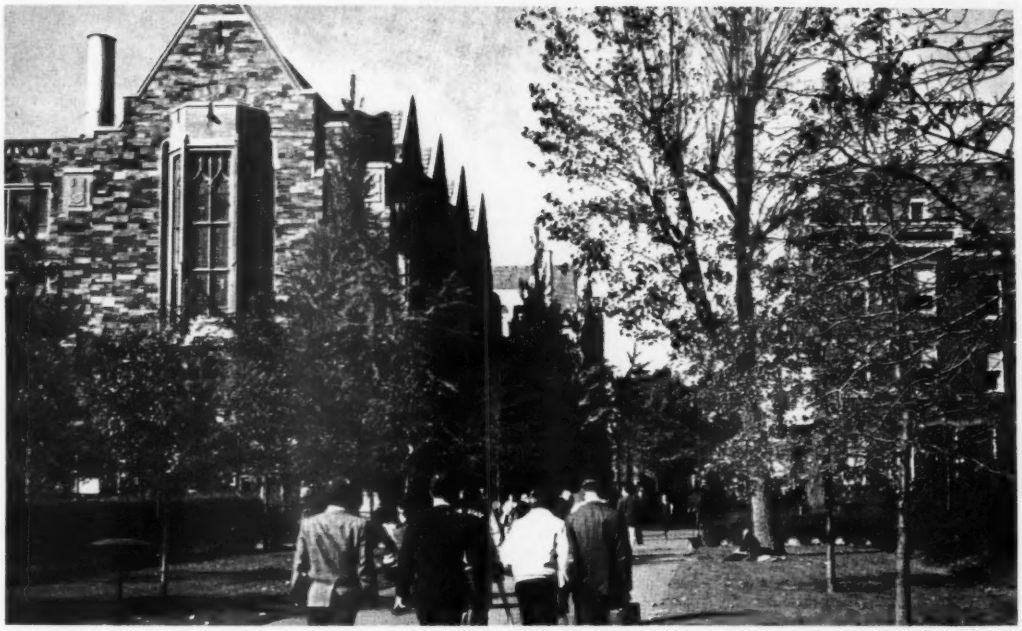
I. *Services to Colleges.*—Many ES offices have developed cooperative relationships with colleges and universities for serving undergraduates, dropouts, and terminal students. Services range from counseling junior college and 4-year liberal arts graduates in career selection, to locating part-time or summer jobs for students, to career placement for graduates.

Although most services are provided within the local office, on-campus services are provided to several colleges on either a full- or part-time basis when appropriate and requested by the college officials. Also, many States have arrangements with colleges for on-campus recruitment to fill specific employer orders.

Recently, intensive efforts have been made to develop job openings for students and graduates from predominantly Negro colleges. An ES project is also underway to locate teaching jobs for recent Negro college graduates who are trained as teachers but have been unable to find openings in the field. These programs are described in articles in this issue.

Despite the improvements which have been made and the variety of programs in effect, much is yet to be done. To fulfill its obligation, the ES must continue to strengthen its services to the professional community. New, flexible techniques must be explored and adopted. Special consideration must be given to the optimum placement of young college graduates; to the professionals whose skills have become obsolete but who, with proper counseling and training, can be upgraded to a competitive level; to professionals whose age, sex, race, or national origin is impeding full employment; and to professionals whose skills are in the surplus cate-

Nurse registries are of assistance to both nurses and their employers.



Through cooperative agreements with numerous colleges, the Employment Service is able to serve college students and dropouts in their search for employment.

gory in one labor area but in demand in another area. Our goals must be to implement utilization of these people to their maximum potential for their own and society's optimum benefit.

Services in the metropolitan areas should be strengthened. More than 70 percent of the Nation's professional jobs are located in the 56 major metropolitan areas. Historically, about 45 percent of all ES professional placements are made in those *nine* areas which have separate ES Professional Placement Centers. This fact, supported by a number of studies and other data, attests to the effectiveness of separation and suggests that a great stride toward strengthening the service would be establishment of a separate Professional Placement Center in each major metropolitan area.

Services to professional associations should be strengthened and expanded. Increased need for placement services during their annual conventions and for occupationally oriented national registries on a year-round basis has been clearly shown through the increased demand by professional societies; through demonstrated effectiveness of both types of services; and through acceptance of the services by both professionals and their employers.

A National Professional Placement Training Center should be established. Because of the unique and complex characteristics of the professional job market, specialized training for ES staff serving professionals is a priority need.

Statewide centralized teacher placement services need to be established in many more States. The centralized services now in operation in 13 States have proved their worth in serving the teachers and schools within the respective States. The imbalance between teacher-producing States and teacher-demand States, while serious at the present, can be expected to worsen. For example, desegregation and school consolidation in the South is causing considerable teacher displacement, which is expected to increase as desegregation gains impetus. Centralized services could contribute toward mitigating this problem.

Demonstration-research should be strengthened to develop new approaches, ideas, and techniques which will keep our services in line with the needs emerging daily.

Multi-Market Professional Registries should be established in convenient locations. Their operation should be similar to the experimental occupational national registries, except they would serve all professional occupations not being served by the occupational registries. The multi-market registries would receive professional orders and applications from designated geographic areas for screening and referral.

This list of suggested improvements to strengthen the professional placement function is by no means definitive. It is merely a beginning. These improvements are needed now as a base from which to develop a truly effective manpower service within the Employment Service.

While employers review applicant files, Superintendent Arthur J. Lynch of the Field Operations Service, New Jersey State ES, rear left, checks operations with agency personnel.

National Conference on Social Welfare

DONALD A. SMITH

The New Jersey State Employment Service welcomed the opportunity to assist the members of the National Conference on Social Welfare at their national meeting in Atlantic City May 23 through May 28, 1965, by providing an opportunity for employers and jobseekers to meet each other for their mutual advantage.

Certain operating fundamentals must be observed by any State employment agency planning a convention placement service. Preconvention activities should be centered in an office in the convention city to avoid confusion and unnecessary cost. Duplicating equipment should be available in the office that receives the preconvention orders and applications from the time these documents start flowing into the office. One individual should be responsible for coordinating all the convention activity, both before and during the meeting.

The National Conference on Social Welfare convention was held in Atlantic City's mammoth Convention Hall. ES service was provided in six different sections—Reception-Information, Placement Message Exchange, Employer Services (Registration), Employer Services (Review), Applicant Services (Registration), and Applicant Services (Review). Space was provided for classification and duplication of applications and orders received at the convention. A section was set aside for interviews between employers and applicants.

During the convention, 2,208 messages passed through the message center. Employers sought 1,185 interviews with applicants, and applicants requested 364 interviews with employers. In addition, 825 orders with 1,662 openings from 42 States and the District of Columbia were recorded and there were 236 applications from 30 States and the District of Columbia. Professional skills requested ranged from group worker to clinical psychologist with a doctorate, from supervisor to top flight administrator.

While final results cannot be tallied by the number of placements accomplished, measured in terms of the service given to aid the social worker in making the best use of his professional competence, this convention service was highly successful.

Donald A. Smith is District Supervisor, New Jersey State Employment Service.

Employer Conferences— A New Dimension in Service

E. CATHERINE PHELPS

Employers are as interested in the Employment Service as we are in them. Or so the Professional Placement Center in Washington, D.C., discovered in experimenting with a series of meetings of selected groups of employers in its offices. With the philosophy that a good way to attract new friends and strengthen relations with old ones is to invite them into the office to discuss their personnel problems and to become better acquainted with the services offered by their public Employment Service, the Professional Placement Center added a new dimension to its employer relations program.

It has long been a practice in all local offices to invite members of the community and employers to visit the office and meet the members of the staff. Such contacts normally result in a better understanding of the problems and interests of the employer and the Employment Service and the relationship thus improved makes it possible for increased service to the public. It is important that employer relations representatives become acquainted with the hiring personnel, hiring and selection techniques, facilities, and fringe benefits offered by organizations in their communities. However, the series of meetings held by the office in Washington, D.C., seems to demonstrate that our public relations are one-sided and that it is as necessary to introduce employers to the facilities of the public Employment Service as it is for agency representatives to understand firms and their problems.

For each meeting, employers were chosen on the basis of common interests or similar personnel needs or problems. A group of 20 was found to be easy to handle and small enough to allow visitors to participate in a question - and - answer session. An agenda, varied to fit the probable needs of the group, was prepared and sent with the letter of invitation.

A program lasting 1 hour provided an opportunity for at least five staff members to address the group on assigned topics. This frequent change of speaker helped to sustain the interest of the guests and the vitality of the meeting. Basically, the purpose of each meeting was to outline the manpower services available through the Employment Service and to inform employers of the vital role of the Service in the community. Specialized programs were discussed in detail if they were considered of interest to the group. A kit containing brochures describing the services of the agency and its structure, as well as copies of local office operating forms and promotional material, was prepared for each individual attending the meeting. At the request of many employers, the sessions were held in the morning and attendance was excellent. The guests were invited to join the staff for coffee, which gave the meeting an informal atmosphere and allowed the guests an opportunity to become acquainted with each other.

Two of the meetings demonstrated that some problems of placement could be alleviated by discussion with appropriate groups. In one instance, the office had experienced great difficulty in placing 30 graduates of a course for electronic data processing programer trainees, conducted under the Manpower Development and Training Act. Field visits, promotional calls, and job development contacts were not producing results. As an experiment, we invited 20 representatives of organizations which use computer equipment to a meeting to discuss recruitment of trained EDP personnel. Our agenda for this group included general information about the Employment Service and its programs, a discussion of Professional Placement Center operations, specific information about the curriculum of the MDTA course for programer trainees, and a review of the backgrounds of the graduates. The reaction of the guests was enthusiastic. Several orders for trainees as well as for personnel in other occupational categories were received.

Local offices in Washington, D.C., are deeply involved in placement activities with agencies and bureaus of the Federal Government. This activity is somewhat complex because of the requirements of the competitive service and the difficulty of getting our message to hundreds of hiring agents in the Federal structure. A major problem is the validation of referrals and obtaining results from referral activities. A meeting of Federal personnel representatives was held, and it was the most effective ses-

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E. Catherine Phelps is Manager, Professional Placement Center, U.S. Employment Service for the District of Columbia.

New York's Convention Placement

RAYMOND L. HENDERLING

The largest convention placement operation carried out in 15 years by the New York City Professional Placement Center of the State Employment Service was the most successful. At the December 1965 annual convention of the Allied Social Science Associations held at the New York Hilton Hotel in Rockefeller Center, we serviced 1,528 applicants and 1,836 position listings.

The Professional Placement Center has covered many conventions—an average of about six each year—since it first undertook convention placement in 1950. Participating organizations have included such varied professional interests as orthopsychiatry, social work, anthropology, and mathematics.

The grand ballroom of the N.Y. Hilton Hotel was converted into a huge employment exchange for the Allied Social Science Associations Annual Convention. Participating were the American Economic Association, with by far the largest membership, American Farm Economic Association, American Finance Association, Catholic Economic Association, Econometric Society, and Industrial Relations Research Association.

Preliminary plans for the convention placement service were made at a meeting in New York City in August 1965. Attending were representatives of the associations, the USES, the Washington, D.C., local office, and the New York City Professional Placement Center. Reports from previous ASSA conventions showed that each succeding convention surpassed the preceding in applicant registrations and position listings. It was expected that the 1965 meeting would continue the trend, and plans were made accordingly.

To allow time for the forms to be processed and to insure their availability for review on the opening day

Raymond L. Henderling is Employment Manager, New York City Professional Placement Center, New York State Employment Service.

Economists at the convention of Allied Social Sciences in New York in December 1965.

of the convention, every possible effort was made to encourage advance filing of applications and orders. Arrangements were worked out whereby each association addressed envelopes to its entire membership and sent them to the Professional Placement Center. An application, an order form, and an instruction sheet were enclosed in each envelope. Since the mailing lists, totaling approximately 20,000, do not distinguish between employer and applicant, it was left to the individual to decide which form, if any, he was to complete and return. A few employers proved to be applicants as well. The instruction sheet explained the services and specified a deadline for the return of the forms.

The response was excellent, and applications and orders poured into the office from every section of the country. Although members of the associations were urged to file early and had been given a deadline to allow the staff sufficient time for processing, procrastination proved to be as prevalent among this group as any other. Large numbers of applications and orders came in well past the deadline. As the period before the opening shortened, the working hours of the local employment office staff lengthened.

As orders were received, they were given identification numbers, classified, and assembled in binders according to the following broad fields of specialization:

- Academic—Ph. D. or expected in 1966
- Academic—Non-Ph. D.
- Business and Industry
- Government
- Nonprofit Agencies
- United Nations

In similar fashion, applications were arranged in separate sets of binders under the following categories:

- College Teacher—Ph. D.
- College Teacher—Ph. D. expected in 1966
- College Teacher—Masters Degree
- Economists and Statisticians
- Engineers, Mathematicians, EDP
- Miscellaneous

To make it possible for several individuals to review the same orders or applications simultaneously, seven copies of each were reproduced. Two additional sets were made for use as master files. Later on, when the convention was in session, more sets of the academic positions were reproduced in order to meet the heavy demand.

A few gremlins always seem to make their appearance when conventions are being planned, and this one was no exception. A duplicating machine was to have been installed in the New York Professional Placement Center 2 weeks prior to the convention. However, when the time for the installation arrived, it was found that the building's electrical wiring did not carry sufficient voltage to accommodate the machine. There were anxious moments until the manufacturer's representative suggested that two machines in his sales showroom would be made available. This was not a convenient arrangement, but it solved the problem.

A major catastrophe developed when a fire at the N.Y. Hilton Hotel put the entire exhibit area out of commission. When the hotel came up with an offer to turn over a large section of the main ballroom as a substitute, the original floor plan layout had to be discarded and a new one drawn up. The move proved to be advantageous, however, as the ballroom area was much more adaptable to expansion.

Registration for the convention itself began at 2 p.m. on Monday, December 27, but no meetings were scheduled until the following day. As an accommodation to those whose primary interest was in the Employment Service, the placement area opened at 9 a.m. on Monday. It was quite evident from the wave of applicants and employers who soon filled the area that this was going to be the main attraction for large numbers, perhaps even a majority of those attending. After the first day of operation, it was obvious that more space was needed in the area used by applicants to review orders. In an all-night effort on the part of two staff members, an adjacent foyer was transformed into an additional unit of the placement area.

In addition to the space occupied in the ballroom area, 21 rooms on the fifth floor of the hotel were set aside for employers who wished to conduct interviews. Before long, these were fully scheduled and it was necessary again to call for more space. In this instance, tables were set up on the balcony overlooking the main ballroom.

The heaviest activity centered around the message exchange. This was a series of individually numbered message compartments, one for each applicant and employer who registered for service. When the last of these had been assigned, it became necessary to file the messages behind guide cards in an open file. In order to facilitate the flow of thousands of messages, the staff operating this facility was divided into two groups. As one group fed messages into the compartments from the rear of the exchange, the other removed them from the front for distribution to the waiting recipients.

A convention of this size requires considerable amounts of equipment and supplies, which are furnished by the national office. It has turned over complete units of this equipment to Employment Service offices in cities where national conventions are held most frequently. These units remain at these locations for use as they are needed but may be borrowed by other offices. It was necessary in this instance to borrow all available equipment.

Although the Professional Placement Center in New York City supplied the greater part of the staff to operate the placement service, the aid of personnel from other cities was essential. Out-of-town staff came from Albany, Boston, Buffalo, Chicago, Denver, Newark, Oklahoma City, Philadelphia, Rochester, Syracuse, San Francisco, Washington, D.C., and White Plains. These individuals made an outstanding contribution to the success of the placement service.

Thirty-five interviewers, clerks, and supervisors from the New York

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Texas Provides Convention Placement Service

EDWARD K. TATUM

Efficient, friendly, and personalized professional service is the goal of convention placement service. While the service may appear to be very specialized, it is actually our regular operations transplanted to new surroundings with novel ideas added to facilitate the operation.

The Convention Placement Service which the Texas Employment Commission provided at the annual meeting of the American Association for Health, Physical Education and Recreation, March 19–23, 1965 in Dallas, Tex., was preceded by conferences with the Executive Secretary of the Association, U.S. Employment Service officials who had made the original contacts with the Association, and representatives of the Texas Employment Commission. Information concerning previous convention placement services was explained and the plan of service developed well in advance of the convention date.

The placement center was staffed by 15 people. Experienced convention placement personnel filled the key positions, and the other staff members were provided by the State ES agencies in Arkansas, Louisiana, Oklahoma, and Texas.

All employer orders and applications received prior to the convention were processed before the convention opened. As these were activated at the convention, the information was transferred to the message center and to the locator file section.

Occupations and applications were sorted into categories and placed in binders lettered A, B, C, etc. Five copies of each order and application were reproduced to allow for maximum use at all times. The binders were filed in cases for use by employers and applicants. The identity of employers and applicants was deleted on all orders and applications, if requested; but no employers, and only four applicants requested anonymity. Signs directing people to the convention placement center were displayed in appropriate locations in the hotel lobby and in the registration area. Similar signs were placed conspicuously in other hotel lobbies in downtown Dallas.

In providing convention placement service, problems naturally arise. Nothing can be done about some of them. For example, hundreds of people visited the center either to use the services provided or to view the operation and, many times, the main reception areas were congested. While this created a traffic problem, it was an inevitable result of the enthusiastic use of our services, and we welcomed it These visitors left with good impressions of the Employment Service and what it can do.

Another problem was that of duplicating the orders and applications. Only one machine was used, and it simply could not keep up with the load. In any national convention of this size, at least two duplicating machines are needed.

The volume of activity during this convention was impressive, with a total of 800 applicants registered and 500 openings listed. The fact that 2,300 messages between employers and applicants were exchanged through the message center reveals the intensive use of the service during this convention.

Convention placement service is probably one of the best means of acquainting professional people with the capability of the public Employment Service to render effective services to their profession. It would be impossible to measure the public relations values gained through the effective use of these services by both employers and applicants.

Edward K. Tatum is the Clearance Supervisor, Texas Employment Commission.

ese newsletter

INTERAGENCY MANPOWER COORDINATING TEAMS

The pilot project to coordinate efforts of Federal, State, and local agencies in providing training and jobs for the disadvantaged is well underway. The project, established by the President's Committee on Manpower, includes the setting up of three-man interagency coordinating teams made up of representatives from the Departments of Labor and Health, Education, and Welfare, and the Office of Economic Opportunity. The plans call for a review of problems and coordination of manpower planning and operations in about 30 selected metropolitan and rural areas. The teams are under the overall supervision of an ad hoc subcommittee of the President's Committee on Manpower, composed of representatives of the forementioned agencies, the Bureau of the Budget, and the Department of Commerce.

The main functions of the teams are to identify all manpower programs and proposals pertinent to a community and the unmet needs and gaps in current programs, and to encourage community groups to marshal resources to provide training and jobs for the unemployed and underemployed and to make the most use of existing facilities. The teams also will alert the Federal agencies to any problems within particular agencies that hamper success of manpower programs in the community, and will encourage local agencies to study and report on the needs of community manpower programs and budgets.

By mid-June, there were 17 of the three-man teams in operation. The Bureau of Employment Security is represented on nine teams serving the following areas: New York; Baltimore-Washington; Pittsburgh-Cumberland; Atlanta-Birmingham; Memphis-Mississippi; St. Louis-Kansas City; Cleveland-Cincinnati; San Francisco-Oakland; and Phoenix-San Diego.

TRAINING INSTITUTES FOR JOB MARKET ANALYSIS SUPERVISORS

The Bureau of Employment Security has initiated a comprehensive out-service summer training program for State reports and analysis supervisors and other personnel responsible for various types of ES research. The institutes are being conducted at Michigan State University, New York University, North Carolina State University, and the University of Utah. Four basic courses are being given over a period of 4 weeks at each of the universities. They

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relate to contemporary economic concepts and theory; statistical methods; work force and manpower problems; and research methods and tools. The program does not involve the "how-to" approach, but rather is designed to provide graduate level refresher training and to give the trainees additional perspective and insight on their work responsibilities as they relate to overall economic and manpower developments.

LABOR MOBILITY

On June 2, a formal contract of cooperation with the Bureau of Employment Security was signed by Paul L. Mullaney, President of the Travelers Aid Association. Under the contract terms, the facilities and experience of the Travelers Aid will be used to help workers and their families relocating through ES labor mobility projects to adjust to their new environments.

The need for welfare and social services for many of the workers and their families moving to new and unfamiliar areas was confirmed in findings from the first phase of the pilot labor mobility program. The first joint public welfare-employment security labor mobility project will be carried out in 19 eastern Kentucky counties. The State Departments of Public Welfare and Employment Security will cooperate in training, selection for referral, and relocation of 150 of the first 500 graduates of a work experience and training project conducted under the Office of Economic Opportunity for unemployed parents on welfare. Those selected for relocation must have completed high school or have the equivalent in vocational training. Under this cooperative arrangement, families moving to new areas are assured of local welfare facilities and services.

Another pilot project has been approved for Montana and will test the feasibility of labor mobility in a thinly populated State. The relocatees will include workers with excessive seasonal unemployment as well as 60 to 100 MDTA (Manpower Development and Training Act) training graduates, most of whom are from rural areas. Selection for relocation will be based on the worker's needs and on job openings available. To help learn if relocation allowances are too much or too little, each person being moved will be asked to estimate how much he needs to cover relocation costs in addition to the expense of travel, moving household goods, and temporary storage.

DEMAND FOR THE NEW DOT

The demand for the third edition of the Dictionary of Occupational Titles has caused the Superintendent of Documents to reprint 30,000 sets for public sale. Out of the first printing of 65,000 sets in November 1965, more than 23,000 were placed on sale. It was not necessary to reprint the 1949 edition of the DOT in such quantity until September 1961.

Convention Placement Service

Atlanta Style

ENNIS A. QUINN

A nonrestrictive wide-open job market was provided by the Atlanta, Ga., Professional Placement Service for the Southern Sociological Society convention, April 8–10, 1965.

In previous years, the Society had conducted its own placement service with most job vacancies and applicant availability being handled primarily through informal channels. Most members were aghast at the wide-open "come-see" style arranged by the Georgia Agency which later proved so successful.

A good deal of interest was created by leaflets which gave general information on the operational procedures to be followed at the Professional Placement Center. Preattendance registration through the other 13 State agencies involved was recommended by the Association; however, this information did not reach the members in time to be used effectively.

The Placement Service was set up cafeteria style: An initial reception point, Employer Service Section, Applicant Service Section, Message Center, and Appointment Interview Section. Interested persons contacted initial reception and were directed to the appropriate section. In the Employer and Applicant Service Sections, prenumbered forms were issued using a sequence of numbers on orders and applications for identification purposes. Available applications and job vacancies were duplicated and placed in binders according to vocational fields. A binder directory gave a key to locating desired information.

Vacancies listed by employers were duplicated and placed in binders in the Applicant Service Section; applicant forms were treated in like manner and placed in the Employer Service Section. In this way, persons registering with the Placement Center could review vacancies or applications in the same section where they completed their orders or applications.

A convenient message exchange center was provided and used extensively. Prearranged interviews were scheduled, if desired, in an area provided for this purpose.

Box numbers corresponding with customer numbers were assigned in

At the Southern Sociological Society Convention in Atlanta in April 1965.

Ennis A. Quinn is Employment Service Technical Staff Supervisor, Georgia Employment Security Agency.

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Dr. Richard K. Morton reviews applications on file as Max Tomlin of the local Professional, Clerical, and Sales Office gives assistance.

the Message Center. In this way, a person interested in a vacancy or application could send a message to the holder of Box No. ____ and request a reply to his or her box number. Prepared message cards were available. A typical message might be: "From the holder of No. 25 to the holder of No. 125, please meet me at booth 10 in the Placement Interview Section at 2 p.m." Activity at the Interview Appointment section was coordinated by Placement staff to avoid conflicting schedules.

All members of the Society were privileged to review applicant or employer binders, without being required to register with the Professional Placement Unit. Some members expressed concern with this new exposure approach which was of interest to those users of the service who had not investigated the old informal methods. But the success of competitors using the new system was a big factor in changing the views of many of the skeptics.

Records from the convention show: 47 orders received representing 77 openings, 58 individual applications, 237 total referrals through the message exchange center representing 122 applicant referrals and 115 employer referrals, and 199 interviews or reinterviews counted at the appointment desk.

Georgia Agency personnel, with the

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NEW YORK

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City office, almost a quarter of the whole staff, participated in the operation of the service, some for the duration and others for shorter periods. It was necessary from time to time, when the load was heaviest, to call on the home office for additional staff. Assignments were shifted frequently as traffic built up in one area or fell off in another.

It had been expected that traffic would be heavy on the two evenings when the placement area remained open. With most of the conference sessions held during the day, it was believed that many registrants would turn their attention to the placement service in the evening. This did not prove to be the case, however, as New York City has many evening attractions.

Staff from the New York City office were trained during the week prior to the convention, and manned the placement area while the out-of-town personnel were being given training on the opening morning of the convention.

When the placement area closed at 5 p.m. on December 30, 1,528 applications and 1,836 position openings had been classified, given binder designations, identification numbers, duplicated, collated, placed in binders and sent to the review rooms. This less glamorous part of the operation was performed by a dedicated staff that worked behind the scenes and sometimes far into the night to make sure that each application and order form was made available for review as quickly as possible.

Any doubt that may have existed concerning the acceptability of this type of placement service by those in the professions must certainly now be dispelled. Orders to fill high level positions in leading universities and business organizations were commonplace and were sought after by those in the learned professions and by top business executives who, only a few years ago, would have been reluctant to accept any such formal job market mechanism.

The growth of convention placement is portrayed by a comparison with the results of the Allied Social Science Associations annual meeting held in New York City in 1961. In that year, 592 applications and 982 position openings were listed—less than half the numbers filed at the 1965 convention.

Total registration for the conference approximated 5,600. Of the 1,528 applicants who registered for employment, 980 were seeking college teaching positions; 679 of these were at the Ph. D. level or expecting their Ph. D. Degrees by the end of 1966; and 311 were at the Master Degree level. There were 538 who sought positions in nonacademic fields. The largest number in this latter group were interested in positions as economists, followed by smaller numbers interested in working as statisticians, engineers, mathematicians, and in other specialties.

Of the 1,836 position openings, 926 were for teachers at the college level; 817 of these were for Ph. D.'s or for those who were expecting their Ph. D.'s in 1966. There were 530 openings in government, 264 in business and industry, and 45 in nonprofit agencies. There was a separate listing of 71 United Nations openings in various occupational categories. Orders were received from 49 States, Puerto Rico, and 9 foreign countries. Twelve Canadian colleges and universities listed 45 openings for teachers. One college in England, another in Scotland, and several in the newly developing countries of Africa were also seeking college teachers.

While Employment Service staff were concerning themselves with placement operations, six U.S. Department of Labor specialists were acting as chairmen or discussants on panels that covered such topics as "Manpower Policies and Programs;" "The U.S. Manpower Future;" "Manpower Needs and Educational Policies;" and "Unemployment in a Changing Labor Market." It is doubtful that anyone could have come away from the convention without a better understanding of the role of the Federal-State Employment Service.

Convention Placement Centers

JEROME KOVARIK

While the emphasis in Employment Service operations today is heavily upon improving job opportunities for the disadvantaged in our Great Society, new challenges and opportunities for achieving deserved recognition as *the* Manpower Center are developing through our association with professional, technical, and scientific organizations. There are opportunities for a new kind and level of service through Convention Placement Centers and National Registries.

The Colorado Department of Employment's initiation and education in this type of placement service followed an invitation through the U.S. Employment Service to host a Convention Placement Center for the American Anthropological Association in Denver in November 1965.

A Convention Placement Center is what the name implies: a special employment office operated for a professional organization during its convention. It differs, however, from the conventional employment office in that:

1. Employers and applicants from all parts of the Nation are present and available for personal interview.
2. Employers and applicants do their own screening by reviewing all job openings and job résumés on file and interview only persons they have selected.

The technique is already "manualized." A Professional Convention Placement Center is operated by the host State in cooperation with the sponsoring association along set guidelines developed by the U.S. Employment Service. The procedures are streamlined for volume business.

It is a simple operation, yet problems do develop, enlarging with the size of the operation. These are primarily due to pressure from volume business and our inexperience in providing the service.

Jerome Kovarik is State Clearance Placement Supervisor, Colorado Department of Employment.

Placement Center hours are usually 8:30 a.m. to 8 p.m.—6 p.m. on the final day. Business drops off rapidly after the first day or two. Personnel are withdrawn accordingly, to return to their usual duties.

The American Anthropological Association is one of the smaller groups currently requesting this convention placement service, yet the quality of applicants and job openings is exceedingly good. At the Denver Convention, 108 employers placed 124 orders for a total of 181 job openings. Of the 222 applicants who registered, 164 either had their Ph. D. or would receive it within a year; 43 employers requested applicants with a Ph. D. and 53 preferred a Ph. D. but would accept a lesser degree, provided the specialty area came within position requirements.

Employers requested 1,041 appointments with applicants and 1,125 applicants requested appointments with employers. Twenty percent of the members who registered for the convention used the Placement Center. This was a 25-percent increase over the previous year.

Those of us who have had experience with Convention Placement Centers are sold on this method of giving placement service to employers and applicants in professional classifications. Association members using this service are pleased with the results. Many have commended the service. The Local Arrangements Chairman of the Anthropological Convention had this to say about the Placement Center in Denver:

"A goodly number of the anthropologists at the convention just finished in Denver made a point of telling me how efficiently the placement service was run. . . . I was surprised and extremely pleased at your eagerness to make the job brokerage business work to the best advantage of employers and employees alike."

Dr. Stephen Boggs, the Executive Secretary of the American Anthropological Association, had this to say:

". . . The utilization of this service by applicants and employers reached a new high. The comments which I received from employers during the meeting were most favorable. I know from my own visit to

the service that the organizational purpose accomplished by the department staff was outstanding, both in devotion and effectiveness. The steady growth in utilization of this service over the years is the strongest kind of testimony for its usefulness to us in the anthropological professions. I know that your department has added greatly to the confidence which we have in this service."

Dr. Boggs also said: "Once again during the past year the list obtained at the Convention Placement Service in the previous year has been constantly used throughout the year by employers. Utilization of this list has in fact increased in the past 2 years; and I am confident that virtually all recruiting in anthropology, except for the top senior posts, will be conducted by all major universities through this placement activity within the next 2 to 5 years. Attitudes have begun markedly to shift in this direction."

Ready Made to Meet the Need

Here is proof that a successfully operated Convention Placement Center not only results in quality placements in the professional field but also provides an employer and applicant relations tool that serves to strengthen confidence and esteem in Employment Service nationwide. Several university department heads stated they were able to hire excellent teachers. Traditionally, employers hiring workers in professional classifications are scattered and few are found in a single location. Thus, a convention of these employers and applicants making use of the Center is a readymade condition for effective placement work.

Although large numbers of the job openings were for professors, associate professors, and instructors in colleges and universities, there were also job openings in government, private industry, and museums. Workers needed, other than instructors, included museum curators, technicians, lecturers, archaeologists, ethnologists, linguists, evaluation scientists, underwater archaelogists, and a field station director.

Applications and orders were received from 42 States, the District of Columbia, Canada, Colombia, East Nigeria, India, Kenya, New Zealand, Peru, and Puerto Rico. Only at a Convention Placement Center will openings such as these be received from so many States and countries at one time.

A Convention Placement Center serves as a training camp for Employment Service staff. Key personnel experience in Placement Center work must be available in our larger operations. Also, State agencies must cooperate by furnishing experienced personnel so that resources of the host State are not exhausted.

The Convention Placement Center is becoming a new emphasis program. About 25 associations now request this service. Procedures have been streamlined and standardized and the use of the Centers has greatly increased. Placement Centers are forerunners of professional placement changes. The National Registry for Librarians and Economists in Chicago is a good example of what to expect in the expansion of professional placement procedures.

This can be brought about by a fusion of effort on the part of associations, the U.S. Employment Service, and State Agencies working together as a single unit. In the professional field, traditional methods are giving way to National Registries and Convention Placement Centers. This transition is in its infancy. With time, obsolete methods and concepts will disappear and new and more effective procedures will take their place.

EMPLOYER CONFERENCES

(*Continued from page 13*)

sion in the experiment. A letter of invitation sent to 20 chiefs of personnel departments expressed interest in exchanging information about the problems peculiar to their agencies in recruiting personnel and the services available to them through the Employment Service. We encouraged each representative to bring other members of his staff, if he wished.

On the day of the meeting, we were delighted to find a full house of 60 very enthusiastic personnel specialists. Members of this group were particularly interested in the interarea recruitment services available to them, the discussion of the techniques and tools developed by the Employment Service, the broad scope of manpower activities, and the opportunity to meet the members of the staff. In turn, it was possible for the staff to give a clear explanation of the need for specific information on job orders and for prompt replies to requests relating to validation of referral actions and currency of job orders.

Interest Lengthens Sessions

The meetings were found to supplement the employer relations program effectively, because for that period of time the visitors gave full attention to the discussions, and the resultant dynamic exchange of ideas indicated that the employers expressed themselves more freely in a group. Frequently the 1-hour meeting lasted for several hours, while guests lingered long after it was over to discuss their individual problems.

While specific results are difficult to quantify, a large majority of those who attended have remained in touch with the office and have sent employer and applicant friends and acquaintances to members of the staff for assistance. A change in attitude of several employers has been apparent.

An unexpected benefit from the experiment has proved valuable. The meetings provided supervisory staff an opportunity to observe the competence and ability of individual members of the employer relations staff while speaking before a group and answering questions put to them by guests. An increased pride in the office and in the agency was expressed by employees, and many of them benefited by the manner in which information was presented to the group by their supervisors. In this way, the project provided effective on-the-job training.

Another series of meetings is being planned and the Professional Placement Center in Washington will continue to include this phase of promotion in its employer relations program.

CONVENTION PLACEMENT SERVICE for the AMERICAN LIBRARY ASSOCIATION

MICHAEL GIAMBATTISTA and SHERRILL PASSAGE

In April 1965, the Michigan Agency was requested to host the convention placement service for the 1965 annual meeting of the American Library Association to be held in Detroit's Cobo Hall from July 4–8. Preliminary discussions about space requirements and staffing were held via long distance telephone shortly thereafter.

Albert Trezza, Executive Secretary of the Association, came to Detroit early in June to review the Placement Center operating procedures and floor plan, and to make final arrangements for furnishings. It was decided at this meeting to arrange applications and orders (in binders) by six types of libraries (public, school, special, academic, government, and library school). These were to be further subclassified into administration, service, and processing, when necessary.

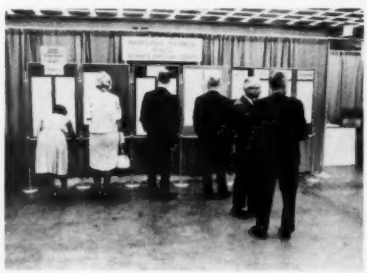
The Michigan Agency was asked to introduce a new idea at the 1965 meeting—to display line-item listings about each applicant and vacancy announcement as an "attention-getter." These listings were to be displayed on Michigan Agency's Versa-Panels at the entrance to the Placement Center.

A brochure explaining the services available at the

Michael Giambattista and Sherrill Passage are placement consultants with the Michigan Employment Security Commission and were the coordinators for the 1965 convention placement service for the American Library Association.

Applicant Area, showing binder cases in the background which house vacancy announcements. Applicants are reviewing binders at a table in the foreground.

Conference Area, showing 3 of the 16 conference booths.



Convention registrants are checking line-item listings. The entrance to Room A is shown on the right.

The Initial Reception and Message Center. Left to right, locator Center, Message Center, and entrance to Applicant Area.

Center was prepared, and 5,000 copies were delivered to the Association for inclusion in kits given to registrants.

All applications and orders received before the meeting were logged, duplicated, and inserted in binders. Locator and identification cards were prepared for each and placed in envelopes to await employer or applicant activation at the meeting. In addition, line-item listings about each order and application were typed and made ready for the display.

Eight sets of application binders were prepared for employers to review in one location, while six sets of order binders were set up in another location for applicant review. A message center, situated between the two, aided employers and applicants in arranging meetings and interviews. Sixteen booths were provided where these conferences could be held.

Placement Center staff consisted of nine persons from the Michigan Agency and nine from other State agencies. All had previous experience in convention placement center work. Representatives from the national office and the Association provided technical assistance. The staff first assembled early Sunday, July 4 for a review of procedures and for specific assignments. The Center opened promptly at 10 a.m., and ran each day thereafter from 8 a.m. to 5 p.m. through July 8.

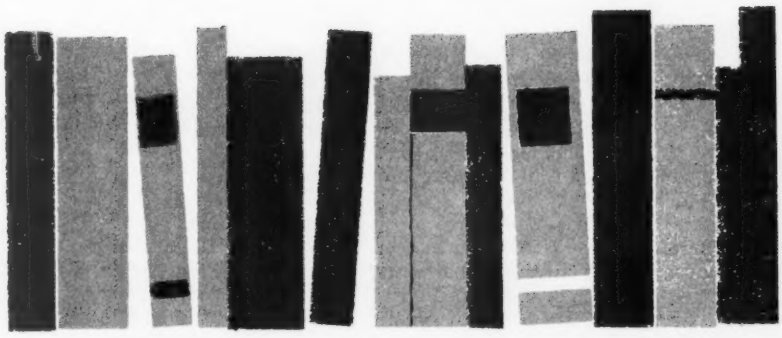
Over 5,900 persons registered at the 1965 meeting. The Placement Center received a total of 203 applications, while 428 employers placed orders for 909 openings with the Center. The message exchange handled 2,064 messages between employers and applicants, and a total of 364 employment interviews were held in the Conference Area.

According to an Association report and comments from participants, the Placement Center at the 1965 meeting of the American Library Association was a very professional and successful operation.

Coming in August . . .

A year's experience
under the employment provisions of the
Civil Rights Act

National Registries for Librarians and Economists



THERESA R. SCHOLL

A national registry for librarians was established in the Chicago Professional Office following the meeting of the American Library Association in July 1965. The demonstrated success of convention placement service provided to this group of professionals at several meetings led to a request from the Association for continued year-round placement service. The Chicago Professional Office was selected for this operation, since the national headquarters office of the American Library Association is located here.

The National Registry for Librarians is a new, specialized operation developed to meet specific needs in the placement of professional librarians. According to many statements from employers and candidates, the need for this service has been felt for some time. It provides a national interchange for employment opportunities and available workers in a occupational field where neither is concentrated and where location is not usually a major consideration.

Since the librarian registry is a pilot program, it has been necessary to develop new procedures as the activity progresses. When sufficient experience has been gained, a review of the program should result in establishing the most effective method of operation—one which can set the pattern for other national registries.

The operation of a national registry does not preclude the servicing of local applicants and employers by local offices; rather, it supplements and broadens this service through an operation which is faster and more direct than the regular clearance system—this, in addition to the obvious advantage of broadening the opportunities of both applicants and employers.

Following the American Library Association meeting, a special order and application form developed in cooperation with the Association were mailed to all registrants who filed either through the Association or at the Convention Placement Center. Response to this mailing was very favorable and provided the nucleus of both the order and application files.

Employers interview prospective employees at a Library Association convention.

Theresa R. Scholl is Manager, Special Services Division, Professional, Managerial and Scientific Office, Illinois State Employment Service.

The broad classification system developed for librarians by the Employment Service and the Association for convention placement service is being used for the Registry, rather than DICTIONARY OF OCCUPATIONAL TITLES classifications. Since convention placement service is to be a part of the Registry service at both the midwinter and summer meetings, a uniform classification system will have to be maintained in order to facilitate service to the registrants.

Both the application and order binders are classified under the following headings:

1. Public Library (regional, branch, county)
2. Special Library (industrial, research, etc.)
3. Academic Library (junior college, college, university)
4. School Library (elementary, junior high, high school)
5. Library School-College-University
6. Government Library (State and Federal)

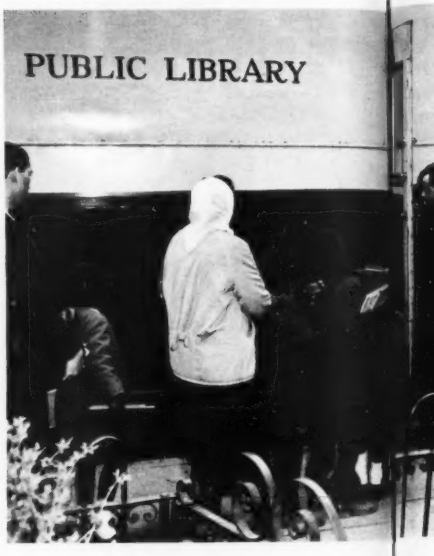
Under these headings there were further breakdowns, such as administration, services, technical processing, and teaching.

Orders and applications have been received from all parts of the country. Very large nationally and internationally known firms have registered their orders, as have universities such as Yale, Columbia, Dartmouth, Rice, Alaska; salaries have ranged from $4,800 to $18,000 per year.

Orders and applications have been received for all categories listed above. There is an urgent need, for applications however, since the success of any registry will depend on the ability to supply employers with candidates.

As at convention placement centers, one set each of orders and applications is filed in review binders for registrants who call in person at the Registry; another set is used by staff members for selection purposes; a third copy is used for controls and records. At present, duplicate copies of applications are mailed either directly to prospective employers with a covering letter, or to the local office of jurisdiction for transmittal to the employer. Currently, 656 openings are on file representing 407 employers; these include academic libraries, public libraries, government libraries, and special libraries.

There are 248 active applications. The ratio of openings to candidates is approximately three to one. Fortunately, only a small percentage of candidates restrict their availability to specific areas.



Publicity appearing in librarian publications has resulted in increased inquiries by both employers and applicants. Favorable comments have been received from many registrants in both groups.

At the recent midwinter meeting in Chicago, the entire Registry was made available for review, as well as the orders and applications received for this meeting. Without exception, employers and applicants voiced their interest in the Registry, not only as a national recruitment system, but as a source of valuable job market information on a regional, national, and institutional basis.

Placements are not the only measure of results of service. Other results should be considered to determine cumulative effect. Like contacts made at convention placement centers, referrals in this type of service may be pending for indefinite periods; librarians employed in schools are not available until the close of the school year. Because it is a national system, verification and followup are effected through correspondence.

After nearly 10 months of operation, two problems have become very apparent. One is the need for standard application and order form to

simplify the selection process for both the public and staff at the Registry and convention placement service. Clearance application and order forms vary considerably in format and size from one State to another. Some offices have submitted the local version of the forms; others have submitted résumés and 6-page brochures. The present 1-page form, developed in cooperation with the Association, simplifies duplication. All pertinent data are listed uniformly, thereby expediting the selection process.

The second problem is the complication and delay involved in clearance through the local ES office of jurisdiction on orders and applications forwarded to the Registry by other local offices. Some local offices process the forms through their State clearance offices, thereby causing delays and necessitating the relay of information.

By far the largest number of orders and applications have been received directly from registrants or through the Association. To provide a smooth, efficient operation and maximum service with the least possible delay, it would be preferable for local offices to forward the names and addresses of persons interested in Registry service directly to the Registry. The Registry would then mail standard Registry application and order forms directly to the applicant or employer and direct all communications to the registrant. When a placement occurred, the order-holding and applicant-holding offices would be notified.

There are minor problems regarding the candidates' preferences. Some employers are reluctant to contact applicants who have indicated preferences for areas other than their specific locations. However, it has been found that stated preferences should be regarded lightly because many candidates become flexible when they learn of a specific vacancy. For example, one candidate specified a preference for the Midwest; however, when reviewing the binders in the office, he selected for consideration, a position in Alaska.

On January 3, 1966, a National Registry for Economists was established in the Chicago Professional Office in cooperation with the American Economic Association, whose national headquarters office is in the Chicago area.

Special application and order forms, indicating the variable disciplines, were developed in cooperation with the Association's national headquarters office. These forms and letters offering registry placement service were mailed to more than 2,000 employers and candidates who registered at the Association's meeting in New York in December 1965.

Currently, 286 openings are on file representing 122 employers. There are 307 active applications, including registrants from Canada, Europe, South American countries, Asia, and India. The favorable ratio of candidates to openings in this registry made it possible to process 412 referrals during May.

According to all indications, registry services for occupations in which neither employment opportunities nor workers are concentrated and where there is considerable mobility of workers meet an urgent need. This need cannot be met by the regular clearance system, which is not only slower but which, because of its processing of single orders and applicants, provides very narrow opportunities for both.

The Employment Register for Economists

HAROLD F. WILLIAMSON

Since 1953, the U.S. Employment Service has operated an employment register at the annual meetings of the Allied Social Science Associations. This service was initiated in response to an already obvious need to improve the operation of the job market for economists whose placement had long been the result of personal contacts or of the interviewing and hiring done at the annual meetings of the association.

Such methods of job placement worked reasonably well as late as 1945, when the number of economists, as measured by membership in the American Economic Association, was about one-third of today's 14,000 and when nearly one-fourth of the Ph. D's in the field were trained at Harvard and Columbia Universities. Possibly as many as three-fourths of the economists are still hired each year as the result of personal contacts. The strain on these informal market procedures became increasingly apparent, however, when a growth in the number of economists, combined with an even faster expansion in job openings, resulted in a near astronomical number of possible combinations of employers and employees.

How the employment regiser operated by the U.S. Employment Service has met the need for a more formal organization of the economists' job market is suggested by the data shown in the accompanying table. The overall increase in the activities of the register since 1955, when such information was first recorded, is impressive.

The efficient handling of this growing volume of activities is due to the professional competence and devotion to duty of the personnel from the U.S. Employment Service and State Employment Service officers who have organized and operated the employment register. The value of this service in facilitating communication and an exchange of information for everyone involved in the job market can hardly be exaggerated. It has been particularly helpful to employers and applicants who cannot rely on personal contacts for suggestions of likely candidates or attractive job opportunities.

How many job placements have been made since 1953 as a result of the employment register is not known. The best estimates suggest that in recent years between 10 and 15 percent of the applicants obtained jobs directly through the service. Actually, this is a notable achievement, since the 3 days of service represent only a small fraction of a search for employment that may extend over 9 months or more. Moreover, the number of placements grossly underestimate the significance of the Employment Service in helping to establish market prices that are quickly relayed throughout the meetings. It has provided a vital supplement to the corridor hirings which occur at the annual meetings and the informal letters between department chairmen and graduate school staffs.

The profession is deeply indebted to the U.S. Employment Service for its contribution to a more effective organization of the job market for economists. There is every reason to expect that the operation of the employment register will continue to meet the needs of an expanding market. In January of this year, the Chicago Professional Office of the Employment Service began to operate the service on a year-round basis. Consideration is also being given to the possibility of making the information on job applicants who preregister available to prospective employers prior to the time of the annual meetings.

Operation of the Employment Register at the Annual Meetings of the Allied Social Science Associations

Year	Place	Job applications filed	Available positions filed	Number of referrals
1955	New York	458	300	.....
1958	Chicago	465	476	1,805
1959	Washington, D.C.	653	451	.....
1960	St. Louis	338	284	.....
1961	New York	592	982	.....
1962	Pittsburgh	401	741	3,097
1963	Boston	1,028	1,305	5,711
1964	Chicago	1,188	1,289	10,639
1965	New York	1,488	1,836	11,500

Source: Files of the American Economic Association.

Harold F. Williamson of Northwestern University is Secretary-Treasurer of the American Economic Association.

Professional Placement Improvement Centers

LOUIS CHAPOTON

During the early 1960's, the concept of specialization of local office services for related groups of occupations and industries was expanded. As a result, special purpose offices dealing solely with occupations in professional categories were established.

It readily became apparent to the management and staff of the professional offices that they were pioneering. During the first few months, success depended on the quick development of effective new programs, procedures, and techniques. Staff meetings to discuss and revise the programs of today for tomorrow's operations were a daily occurrence. Changes were numerous; some procedures became mainstays, while others were discarded.

Except for New York City, all the professional offices suffered from the same affliction—lack of experience. The New York office assisted the new centralized offices materially by making available its programs, procedures, techniques, and promotional literature. Except as guidelines, however, New York's operation was too far advanced and too sophisticated for the beginners to copy. Each office, therefore, continued to develop operations to fit its own situation. Many of the offices were developing the same or similar programs at the same time, unknown to each other. Some of these developments were outstanding and could have been used in many other offices successfully, but lack of communication among offices negated this possibility. If duplication of effort were to be minimized, a central communication point had to be established. Sensing this need, the U.S. Employment Service in 1964 asked several Professional Office managers from the larger labor areas to meet in New York City. Problems of communication and duplication of effort were discussed at great length.

No immediate solutions could be found, but a long-range plan was formulated. This plan established a nationwide proving ground for new ideas, programs, and techniques. Any Professional Office that obtained its State's permission could become a member of this new organization. Participating members would agree to try out projects in their offices and report findings and conclusions to the national office. Projects could be submitted by any Professional Office or unit in the country for consideration. The selection of projects for tryout under actual operating conditions in various sized offices would rest with a committee composed of seven Professional Office managers and three staff members from the USES. Projects that proved valuable after severe testing would be distributed nationwide for adoption by any State desiring to use them.

Participating member offices of this organization would be known as Professional Placement Improvement Centers. The PPIC project selection committee would meet at least once each year.

At a second meeting in 1964, the committee established the following PPIC objectives.

1. Encourage experimentation with new ideas and techniques.
2. Assist in the development of usable standards and effective techniques of professional placement which can be adapted to the needs of different communities.
3. Assist in the development and refinement of basic tools specific to professional placement.
4. Provide a national training facility to which States may send managers and staff involved in professional placement.
5. Identify and communicate the distinctive difference in the nature of the professional job market.
6. Recognize the need for the expansion of basic services to professional applicants.
7. Provide functional guidance to existing or new offices when requested.
8. Establish a free exchange of ideas among PPIC offices throughout the country and/or the national office.
9. Propose employer-oriented research projects directed at such problems as the best methods of identifying and locating professional job

Louis Chapoton is a former Manager, Detroit Professional Placement Center, Michigan Employment Security Commission.

In attendance at a PPIC workshop in Washington, D.C., were representatives of Michigan, Massachusetts, Texas, Illinois, New Jersey, New York, the District of Columbia, and the Bureau of Employment Security.

openings and developing new business.

The PPIC Committee also developed a document containing operating procedures, a plan of organization, standards for participants, guidelines for PPIC relationship with State agencies and with the national office.

The document began with a vivid description of the general problems inherent to professional placement and the recognition of the many intangible factors that made professional placement an extremely complex process due to built-in problems, historical factors, and the nature of professional jobs. These include:

(*a*) Lack of nomenclature or terminology to describe the same or similar jobs in different firms—particularly true in engineering and science occupations—so that the applicant hired often determines the nature of the job. With numerous fields of specialization within occupational categories or occupational titles, job titles are not indicative of the job content—i.e., occupational titles and codes are relatively meaningless except as a place to start. There is a tendency for employers to fit the job to the man and create a new job, or combine parts of several jobs, to fit a given applicant who otherwise suits them.

(*b*) The expense and importance attached to the hiring of a professional and the reluctance to terminate professional and managerial personnel in many fields. The result is long, slow consideration of applicants, the screening of large numbers of applicants, and interviews and approval by more than one management person (and sometimes by a board).

(*c*) The needs of professional applicants, often more important than salary, for meaningful job content, prestige, recognition, agreement with "philosophy" of agency or policy of firm, growth potential of firm, and personal development. Employers, too, not just trying to fill a job, want applicants with future potential in the company—persons who will contribute to the growth of the company. They seek men with ideas as well as skills.

(*d*) The persistence of traditional methods of recruiting: Personal recommendation, professors in individual departments of colleges, "gentlemanly chats," and reluctance to advertise. Despite the rapid growth of executive search firms, which combine some of the traditional methods with the more complex and technical recruiting methods, many firms and agencies deprecate the idea of a public employment agency doing this highly skilled, highly individualized screening and recruitment.

(*e*) The difficulty of locating job openings for individuals, since professional occupations cut across all industries and firms. The document recognized the need for wider geographical jurisdiction for Professional Placement Centers because of the recognized mobility of professional personnel.

(*f*) The difficulty of organizing data about professional occupations in a form useful to local office staff in planning promotion and identifying job openings. Job promotion techniques need to be tailored for each professional field—for example, telephone solicitation is not always productive and mailing material must vary in content with the occupational field to which directed.

(*g*) The clearly higher-than-average skill needed by interviewers doing professional placement to interpret employer requirements and evaluate applicant qualifications.

(*h*) The unsuitability of current quantitative standards for measuring the success of professional placement operations—and the lack of useful qualitative standards as well as the difficulty of developing them due to different factors in each field.

(*i*) The unsuitability of the quantitative major market concept for professional placement.

The statement of problems thus reflected the magnitude of the challenge facing all staff involved in professional placement.

Two months prior to the PPIC Committee meeting in Washington in 1965, the U.S. Employment Service invited Professional Placement Offices throughout the country to submit project proposals. The response was tremendous; 105 proposals were received. U.S. Employment Service staff sorted and distributed the pro-

posals to Committee members. Each was carefully reviewed and those proposals of unusual merit were discussed by the Committee as a whole at the meeting.

Four were selected to be pursued further. Two needed financing, so additional budget was discussed with the appropriate U.S. Employment Service staff technicians. These proposals were:

1. The establishment of a national training facility to which States may send managers and staff involved in professional placement.

2. A program designed to assist professional applicants with problems that either preclude them from finding suitable employment or make the task very difficult. A Career Planning Unit would be established in one or more Professional Placement Offices and staffed with competent counselors. They would interview in depth applicants who could not be readily placed because of attitude, emotional instability, insufficient training, or obsolete skills. Once the problem was isolated and agreed upon by the applicant and the counselor, a solution would be sought. Additional training could be the solution or perhaps referral to a medical clinic or maybe a change of occupations. In any event, the applicant would not be returned to mainstream placement operations until his problem was solved or minimized.

These two project proposals are currently being studied by the ES for feasibility and financing. If either is deemed acceptable, it will be tried out in one or more PPIC offices. Only after the programs have proved desirable operationally will they be released to the field for general use.

The other two project proposals selected needed no additional financing.

1. A program designed to give professional applicants a greater part to play in the referral process. Duplicate orders are prepared by the interviewers and sorted by occupation. One copy bears no employer identification, but is complete in all other respects. When an applicant in any given occupation is called in or walks in, he is asked to review the "leads" in that occupation without employer identification. He selects those job openings he chooses to pursue. The interviewer then conducts a qualifying interview and refers the applicant to the positions of his own choosing.

2. The development of standards by which the effectiveness of operations of Professional Placement Offices can be measured. This would require a great deal of study and research.

The first could be tried out in one or more PPIC offices immediately. The other is of a highly technical nature; although the Committee members subscribed to the idea, they felt that the proposal was incomplete. The U.S. Employment Service was asked to assign staff technicians to develop the proposal to a higher level.

PPIC is a truly unique organization. Its goal is better placement service to professional workers and employers regardless of the location of the public Employment Service Professional Placement Office or unit.

LOOKING FOR

SCIENTISTS
SOCIOLOGISTS
NURSES
SYSTEMS ENGINEERS
LIBRARIANS
ARCHITECTS

WHATEVER YOUR PROFESSIONAL MANPOWER NEEDS
. . . YOU CAN FILL THEM NOW THROUGH . . .

The PROFESSIONAL PLACEMENT NETWORK

Professional Recruitment in a Small State

CLIFFORD SAUNDERS

Although Maine is a predominantly rural State, the Maine Employment Security Commission operates a statewide program for the recruitment of professional and technical personnel. The service, developed in the late 1950's through the combined efforts of the Maine Employment Security Commission and the Maine Department of Economic Development, is a special function of all 14 local offices in the State. The primary purpose is to bring professional and technical personnel back to Maine in order to provide needed skills to prospective employers and employment to qualified applicants.

The industrial picture in Maine was not wholly favorable when this program was started, mainly because one of the State's largest and oldest industries—textiles—was on the decline. A number of textile mills were closing and moving their operations to the South, thus causing a sharp increase in unemployment.

Realizing the effect of this trend upon Maine's economy, the newly formed Department of Economic Development became deeply involved in a campaign to induce new and more diversified industry to come into the State. Working with the Maine Employment Security Commission, local chambers of commerce, and other State and local groups, the Department of Economic Development succeeded in gaining the interest of many varied industries from out of State. A good example of such activity was in Sanford, where a large textile firm employing about 3,600 persons moved south, causing considerable unemployment. Many new industries were brought into Sanford between 1955 and 1957. Similar conditions arose in Lewiston and Biddeford with comparable results.

Clifford Saunders is Supervisor, Professional and Technical Program, Maine Employment Security Commission.

The numerous, small industries brought into the State to diversify and bolster the economy were in need of qualified professional and technical personnel in many fields.

To obtain the necessary information for these new clients, the Department of Economic Development and the Employment Security Commission conducted several job surveys. A newspaper advertising campaign was used to interest applicants in employment in Maine. Applications of those who responded to the campaign were tabulated and cataloged by DICTIONARY OF OCCUPATIONAL TITLE code and current location by the Employment Security Commission, and listings were made available to prospective employers.

From these cataloged lists and additional information, the Employment Security Commission was able to obtain detailed personal résumés and to adapt a standard résumé form.

This form does not show the name of the applicant but carries a key number for identification purposes. All applicants are listed in a control book by key number and date of application. Applicants were contacted periodically to check continued interest and availability.

As the program got underway, we found that new applicants were continually contacting us by visits, mail, or telephone, expressing a desire to work in Maine. This situation led to the development of the present Professional and Technical application form which is mailed to prospective applicants to obtain background information.

Applicants are given personal interviews and assistance in preparation of résumés when required. Efforts also are made to guide applicants to the most likely areas of employment. We often find that many applicants who visit Maine during their vacations find a particular area attractive to them, but those areas are not always locations in which suitable employment can be found.

At the start, résumés were prepared and issued to all local offices for presentation and use with prospec-

tive employers. Copies were also mailed to about 250 selected employers. Additions and deletions were issued every 30 days. A 3- by 5-inch control card was devised for quick reference. It gives the key number, classification, DOT code, the applicant's name and address, date of referral, to whom referred, local office making the referral, and results of referral.

Eventually the file of current résumés became too cumbersome for employers to maintain. Therefore, in 1962, a summary was developed showing classification and DOT codes in which we had active applicants. It is mailed to selected employers on a monthly basis. Employers have endorsed this procedure and appear to find it more effective and simpler to handle.

The mechanics are as follows: When an employer finds an applicant listed in a category in which he has a vacancy, he contacts the nearest local Employment Service office for a copy of the work background of the applicant. If the employer expresses further interest, the local office obtains the name and address of the applicant from the Administrative Office and forwards the information to the employer who then deals directly with the applicant. This action is now considered a referral and all relevant information is documented. The local office follows up on the referral through regular contacts with the employer.

Employers show considerable interest in this program, and some of the larger firms use it a great deal. It is not unusual to receive numerous inquiries from one employer at the same time.

Most inquiries are in the fields of accounting, engineering, personnel, production control, purchasing, and related fields. Listings are basically in those classifications in the "O" codes. Some shortage occupations with lower codes are listed occasionally. In 1965, we made 84 referrals, while original inquiries tripled that number.

The lists of applicants will vary from time to time. Currently there are 103 active résumés, but at times it reaches 200. By use of a two-part 3- by 5-inch mailing card, listed applicants are contacted every 3 months to check their continued interest and availability. If no reply is forthcoming within 15 days, the application is made inactive. Inactive résumés 2 years old are destroyed; however, inactive control cards are retained indefinitely.

Résumés are filed in the administrative and local offices. Local offices are advised of additions, deletions, and revisions as they occur. Local offices are encouraged to use this listing as part of their active file in serving employers and for job development as an added service to applicants.

The program requires frequent evaluation of the effectiveness of this service to employers and applicants and the periodic updating of active files. This is accomplished by checks and evaluations by technicians assigned to the Administrative Office through regularly scheduled visits to local offices.

The Employment Security Commission Administrative Office in Augusta acts as the professional office. Announcements of Convention Placement plans are forwarded by this office to all local offices in the State. Clearance orders received from local offices in Maine and offices of the Professional Office Network are processed through normal interarea recruitment. Forms ES–564 (P) received from the Professional Office Network are distributed to appropriate local offices by the Administrative Office Clearance Unit. The Index of Professional Job Openings is kept in the Administrative Office.

The present industrial picture in Maine is greatly improved and, with the addition of the more technical industries such as electronics, plastics, and machine trades, and considerable expansion in the pulp and paper industry, the demand for professional and technical personnel is increasing. Industry is concentrated in the more highly populated sections of central and southern Maine, though recently there has been some expansion in the northern part of the State.

The Employment Service Division also has an active role in assisting the State Department of Personnel in its efforts to recruit qualified professional and technical personnel for State employment. For example, under provisions of the Manpower Development and Training Act, training has been completed for engineering aides and a number of the "graduates" have been placed with the State Highway Division. Tests are also given to applicants for several other State job classifications.

It is hoped that the future efforts in job development by local offices will produce more meaningful results. Ample instruction is provided to applicants on the preparation of résumés in order that the work history and background can be clearly presented to employers.

The procedures described here for professional and technical recruitment have been in use for several years. They are easy to operate, take minimum time, and are considered to be effective by employers and applicants interested in employment in Maine.

Adjustment Assistance

A group of Pennsauken, N.J., workers are the first to be certified eligible to apply for adjustment assistance under the Automotive Products Trade Act of 1965. Almost 200 former employees of the Ford Motor Co.'s Delaware Valley automotive parts depot became unemployed in November 1965, when the firm's export packing operation was transferred to Tillsonburg, Canada. Certified workers who meet the required standards may receive trade adjustment allowances, counseling and training (including training allowances), and relocation assistance.

The workers were certified when the Automotive Agreement Adjustment Assistance Board—composed of the Secretaries of Labor, Commerce, and Treasury—found that the primary cause for their dislocation was the United States-Canadian Automotive Products Agreement, signed in January 1965, under which the Ford Co. moved its operation.

The Virginia College Placement Program

B. D. FOWLER, JR.

The rapidly accelerating economy in Virginia during the past decade has brought a new type of problem to the Virginia Employment Commission. Unemployment has been at a minimum since new and expanding industries have set minimum standards to attract workers. Within the State, employer competition for technical and professional personnel is keen; from outside the State, competition for Virginia talent has created a manpower drain on some employers.

It was noted in 1960 that a number of young men and women educated in Virginia schools of higher learning did not find their way into business and industry in the Old Dominion. In many instances, they accepted offers of employment outside the State because comparable career opportunities in the State were unknown to them. The result was missed opportunity for both graduates and Virginia employers, and in a larger sense, economic loss for the State. Virginia, with a fine achievement in economic expansion, needed to stem this leakage of human resources. Virginia employers could ill afford inaction in this matter.

At the Annual Local Office Managers Conference in June 1960, Dr. William H. Cato, Director of Guidance and Placement at Virginia Polytechnic Institute, requested that a plan be devised whereby the Virginia Employment Commission, upon the request of the colleges, could give additional assistance in placing graduates.

Early Plans Emphasize Cooperation

In July 1960, considerable study was devoted to ways and means of complying with this request. The resultant job placement plan was a joint endeavor of several Virginia College Placement Officers, the Virginia State Chamber of Commerce, the Virginia Manufacturers Association, and the Virginia Employment Commission.

A Steering Committee was appointed to develop suggested plans and to take the necessary steps for inaugurating the needed service. Dr. Cato was named Chairman and Henry W. Tulloch, Manager, Employee and Community Relations, General Electric Company, Waynesboro, Va., was made Cochairman. Other members of the Committee represented Radford College, the College of William and Mary, and the Virginia Employment Commission.

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The original plan worked out by the Committee was for the colleges to:

1. Designate persons to be responsible for placement activities.
2. Prepare a summary sheet of graduates by departments or schools and by sex.
3. Require each student anticipating the need for placement assistance to provide data sheets describing his qualifications.
4. Publicize among seniors all job opportunities received through the Employment Commission or directly from employers.
5. Collect data sheets from interested seniors and forward them to the Employment Commission or directly to the employer.
6. Arrange schedules for campus interviews by VEC or employer representatives and assist in followup.
7. Make available a current list of employment opportunities to alumni who request placement assistance.

The Employment Commission would:

1. Prepare special editions of the biweekly *Inventory of Job Openings* adapted and limited to openings for which college-trained people would qualify. Separate issues were prepared for junior and senior colleges and circulated to all local ES offices and to placement offices of participating colleges.
2. Maintain continuing contacts with college placement officials and provide interview, referral, placement, and followup of students recommended by the colleges.

Extensive Use of Publicity

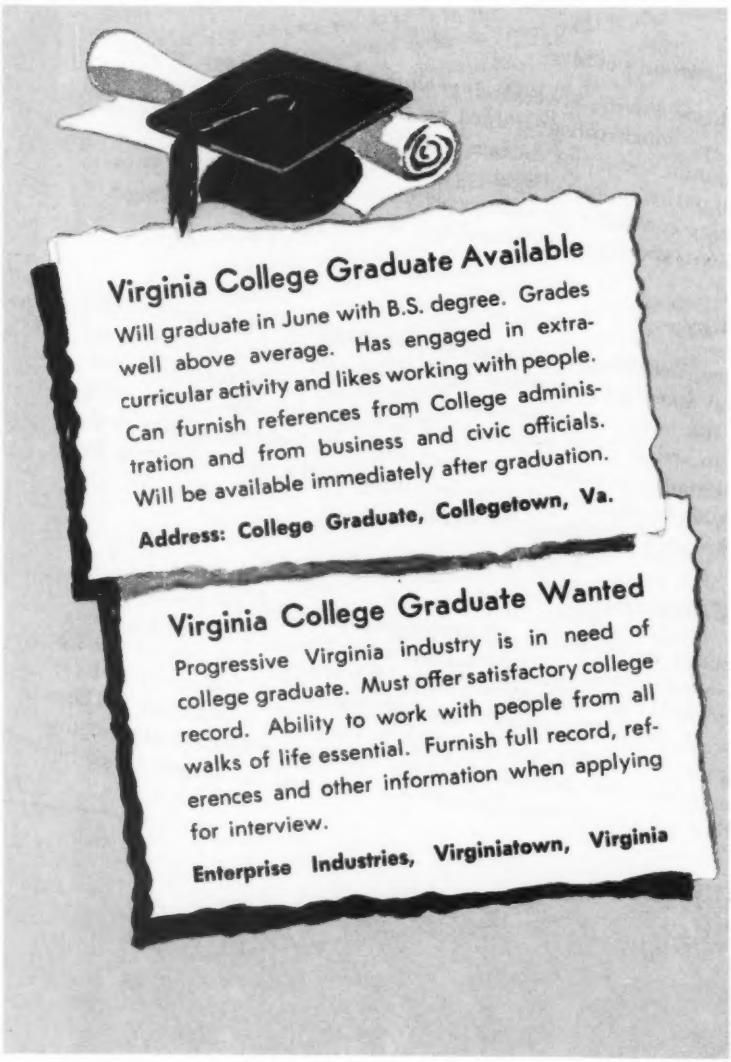
In a press interview, the Governor announced the inauguration of the College Placement Program and asked the support of all Virginia employers. Statewide releases by press, radio, and television publicized the program, and the State Chamber of Commerce carried an article in its publication *The Commonwealth*. Local office managers used their initiative to promote local publicity. Personal visits were made to all colleges, and 30,000 brochures outlining the purpose and scope of the program were distributed to employers throughout the State.

Experience Brings Modifications

The original issue of the *Inventory of Job Openings Available for Senior College Students* listed 962 vacant positions, mostly for teachers. During the next few years, modification resulted in (1) consolidation of many of the similar listings on the Inventory; (2) release of the special college inventory only every 2 months; and (3) combining the senior and junior college editions into one publication. These changes were thought advisable because of (1) the heavy concentration of teaching positions for which requirements were basically the same and pay ranges varied but

slightly from one location to another; (2) the types of positions and listings themselves changed very little from one issue to the next; and (3) the Senior College Edition carried job listings for only college graduates and was of no use to the students who left prior to graduation.

The program for 1965–66 has also been updated during the past few months. Experience over the last 5 years pointed up the necessity for a change in procedure if the College Placement Program is to be more effective. Many job openings developed in the past for college students and graduates had gone unfilled because of a lack of interested students. For this reason more attention is being given to the nongraduate who will be leaving school. The basic plan is now centered on job development for a specific applicant rather than on wholesale solicitation of job openings. The *Job Listings for College Students* has been discontinued.


Virginia College Graduate Available
Will graduate in June with B.S. degree. Grades well above average. Has engaged in extracurricular activity and likes working with people. Can furnish references from College administration and from business and civic officials. Will be available immediately after graduation.
Address: College Graduate, Collegetown, Va.
Virginia College Graduate Wanted
Progressive Virginia industry is in need of college graduate. Must offer satisfactory college record. Ability to work with people from all walks of life essential. Furnish full record, references and other information when applying for interview.
Enterprise Industries, Virginiatown, Virginia

Under the current procedure, each local office College Placement Representative maintains contact with the colleges in his area to discuss the program and strengthen the interrelationships.

The Placement Officer of the college is asked to submit to the Administrative Office of the Employment Commission résumés on all students who have expressed interest in securing employment in Virginia. The Central Office distributes each résumé to the local office serving the area where the student wishes to locate.

Local Office Responsibilities

When a résumé is received in a local office, the designated representative immediately contacts employers in an effort to develop a job opening for the student. The Placement Officer of the college is given detailed information on the job opening so he may discuss the job possibility with the specific student for whom the job is developed. The local office then arranges for an interview.

The Virginia Employment Commission provides current informational material and posters suitable for college bulletin boards. Every junior and senior college in the State has been visited and invited to participate in this program.

Since the College Placement Program began, the number of participating colleges has grown from 25 to 32; of these, 7 are junior colleges. Of the 16 currently nonparticipating colleges in Virginia, 8 are junior or 2-year schools which offer little placement potential. The eight nonparticipating senior colleges are schools which graduate a large percentage of teachers and religious workers requiring little placement assistance.

Experience has shown that a workable College Placement Program is the result of close cooperation between the Employment Service and college placement officials. It must remain flexible in order to meet the needs of all students and employers regardless of the size of the school or the type of business which will provide the job openings.

Student-Employer Open House

In many parts of the country, more and more State and local Employment Service offices are finding ways to bring high school seniors and prospective employers together—for the benefit of both.

An interesting and highly successful program is the Annual Student-Employer Open House held in Martinsburg, W. Va., in early May. It is prepared and operated by the counselor of the Martinsburg local ES office, with full cooperation from the school counselors in planning and carrying out the program. The local office manager makes the necessary staff and facilities available for this yearly culmination of the high school program.

When the program started 6 years ago, it was a simple process that involved inviting three or four employers to the local office to interview students. Today, participation by the schools and employers has grown to include some 350 seniors from 9 high schools and recruiters representing 31 employers. Also, the locale has changed and the open house is held in a large, modern, and well-lighted room in Cedar Temple Hall, light refreshments are served, and the atmosphere is pleasant and informal. The order of student arrival is staggered to allow for a smooth flow without overcrowding. The schools in the outlying areas provide transportation for their students.

In making preparations for this annual event, the ES counselor, with the cooperation of the school counselors, screens the high school seniors and administers the GENERAL APTITUDE TEST BATTERY and proficiency tests where indicated. Individual counseling also is provided. Special efforts are made to give the students tips on grooming and behavior in preparing for their interviews.

A variety of employers are represented from both private business and Government agencies. They are enthusiastic about the open house and consider it an important recruiting source of bright new entry workers who can be trained for different types of work. One large bus company looks for boys with a mechanical bent; manufacturers look for trainees for production jobs and assembly line operations; and Government agencies recruit for clerical and various other occupations. Many of the employer representatives bring along job applications for the students to fill out, recruiting leaflets, pictures of the plant facilities and operations, and even samples of finished or semi-finished products for the students to see. As a result, about one-third of the students are hired for full-time jobs following graduation, excluding those hired for summer work.

Youth Opportunity Night

It was Youth Opportunity Night at D.C. Stadium in Washington on May 31, when major league baseball went to bat for the President's Youth Opportunity Campaign to hire youth between 16 and 21 years of age for summertime jobs. More than 1,000 youngsters were admitted free as guests of the Washington baseball team and area employers to watch the Senators play the New York Yankees. Each local employer who had signed a pledge to hire extra youth for the summer was given a free ticket and one for each young person he had promised to employ. Large firms, some of whom had pledged as many as 400 jobs, gave their free pledge tickets to the Neighborhood Youth Corps and Junior Village (a shelter for homeless children).

Before the game started, ceremonies attended by Cabinet officials and D.C. Commissioners called the attention of the stadium crowd to the Youth Opportunity Campaign. This unique plan to spur summertime jobs for the District's young people was arranged jointly by Vice President Hubert H. Humphrey's Youth Opportunity Campaign Task Force and the Senators' Business Manager. At the time of the game, more than 100 area employers already had promised to hire some 1,600 youth.

The first ball of the game was thrown out by an 18-year-old Neighborhood Youth Corps member who had been forced to drop out of school but, thanks to a Youth Opportunity Campaign job, will be able to return to school in the fall.

Youth Opportunity Centers

By the end of May 1966, a total of 137 Youth Opportunity Centers were in operation in all 50 States and Puerto Rico. Increasing numbers of young people are visiting these centers for help with their job problems.

March 1966 is the latest month for which data on these youth are available. From the time the first reports of youth using the YOC's were received in February 1965 through March 1966, the centers had a total of 639,800 new applicants. Some 230,600 of these were given initial counseling interviews and 155,200 placements were made.

In March alone, 82,900 new applications were received; initial counseling was given to 34,000; and 20,600 placements were made—mostly in nonfarm jobs. Some 63 percent of the new applicants were unemployed. Of the remaining 37 percent, 7.1 percent were employed, and 29.9 percent who were still in school were also seeking jobs. Some 63 percent had not finished high school. In March also, the YOC's referred 6,300

youth to the Neighborhood Youth Corps, 2,700 to training under the Manpower Development and Training Act, and 1,100 to the Job Corps.

TV Promotes Jobs for Youth

For the sixth consecutive year, TV station KGO–TV in San Francisco has launched its strong promotional campaign supporting the California State Employment Service in a project called "Summer Jobs for Students."

The vice president and general manager of KGO–TV initiated the feature early in 1961 with guidance from the manager of the San Francisco Youth and Student Office of the California State Employment Service.

What started as an experimental public service feature has grown into a San Francisco Bay areawide community endeavor, in which the three other television stations in San Francisco-Oakland and the station in San Jose have cooperatively used KGO–TV's videotapes in which local youths have dramatized appeals for the employment of young workers.

The project is completely a public service and the station does not use it for commercial exploitation in any form. KGO–TV is not identified within the announcements and it makes them available to any other television broadcasters in the area at no cost. Currently the American Broadcasting Co., owner of KGO–TV, is considering extending the project to its four other stations throughout the United States.

Fourteen local offices of the CSES within a 60-mile radius of San Francisco were drawn into the project. Within their respective communities, the local offices worked with the school systems in selecting 24 senior boys or girls qualified to enact TV "commercials."

The Special Projects Director of KGO–TV, a seasoned producer with national experience in television and journalism, has supervised production of the series since its inception. He established a basic pattern for the announcements in the first year's project. The spots are varied, running either 20 seconds or 1 minute in length, and the youths address themselves (through the camera's eye) directly to the television viewing public.

In essence the messages run, "Hello, I'm Bill Becker (or Annie Bradshaw) from (name of city) and I face the same problem of 50,000 others like myself throughout the Bay area. I'm looking for summer work which will help me get into college next fall. If you have work which can be performed by capable young persons, please call the nearest local office of the California State Employment Service. We'll do our best for you and you'll be helping us a lot!"

(*Continued on page 41*)

Mrs. Charles Black (Shirley Temple to an older generation) and 3 of 20 youths selected from high schools within a 60-mile radius of San Francisco to enact TV "commercials" appealing to employers for summer jobs. Mrs. Black served as hostess on a 2½-hour "Jobathon" launching the 1963 "Summer Jobs for Students" season.

"On location" filming of a student's TV "commercial" selling employers on the idea of hiring youth for the summer.

Pennsylvania's Nurse Registries

THOMAS V. HAYES

It started in July 1947, when one of our local offices filled an order for a practical nurse from seven applications in the file. The applicant placed happened to be a leader. She brought a few of her friends into the office to ask if a concerted effort could be made to provide steady employment for practical nurses. She and her friends channeled other women into the office, the office notified the community that these nurses were available, and more placements were made. Then the Community Nursing Service turned over its register of 40 practical nurses and the local office was in the business of nurse registry operation. Later, this same small group of nurses chartered the Practical Nurses Association of Central Pennsylvania and in 1951 came to an agreement with the State Employment Service office to provide registry services to its affiliates.

As these developments became known, members of the Pennsylvania Nurses Association expressed interest in the placement service possibilities and had several talks with Employment Service officials. However it was an incident in the same local office which inaugurated registry service to registered nurses. An interviewer was soliciting orders from a hospital administrator. Although no orders were forthcoming that day, the administrator did ask a question: "Why don't you give private duty registered nurses the same service you are giving practical nurses?" The local office consulted the nurses' group attached to that hospital, and in 1957 effected a three-way agreement for service: the nurses, the hospital, and the employment office.

Significant local demand is an essential condition in inaugurating registry service. Over the years, State and local releases have informed the public of this service, and employer relations representatives have included it in their discussions with hospital administrators. When sufficient local interest is evidenced in either a registered or a practical nurse registry, the local office submits to the State office information concerning nurses and hospitals involved and the availability and cost of after-hours service. If the proposal is sound from the standpoint of numbers to be served and probable costs, the local office is given preliminary approval to proceed with arrangements. If the local office has been dealing only with representatives of the nurses, which is usually the case, arrangements are made for larger meetings. Frequently, these meetings are attended by representatives of the State ES office and of the responsible State organization of nurses, which has been alerted and is ready to offer guidance and assistance to the local group. These meetings are designed to give the local people all the information they need to come to a decision. In some localities, the proposal has not survived a general meeting. A majority

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The Advisory Committee of the Johnstown Nurse Registry meets at Mercy Hospital.

The Registry Committee of the Pottstown nurse registry.

of nurses may reject the whole idea of change or be unwilling to discard existing restrictions on membership or preferential referral customs.

Registry proposals have been accepted in 14 communities with populations ranging from 10,000 to 2 million. In six communities, the employment office operates a registry for registered nurses only; in three communities, for licensed practical nurses only; and in five communities, for both.

Local responsibility for operation of the registry goes hand-in-hand with local demand. Local offices must provide competent registrars and alternates and be responsible for whatever after-hours service is necessary; local groups of private duty nurses must participate in the management of the registry through a Registry Committee, Grievance Committee, and Advisory Council.

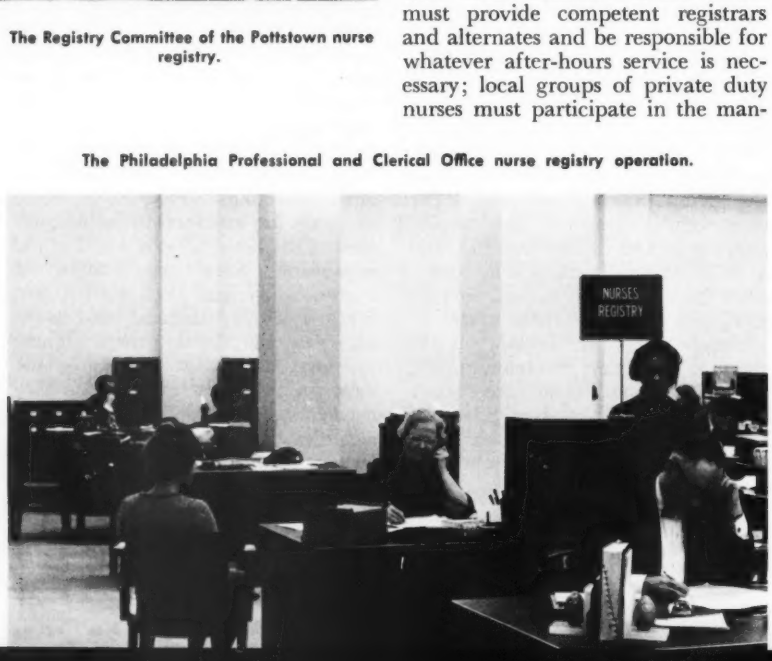
Registrars are local office interviewers, generally from the professional placement section. Most of them are women. One metropolitan office where the registries require full-time staff employs a registered and a licensed practical nurse in the registry section. In smaller offices, the registrar's first responsibility is to the registry, but she may also be assigned other placement duties.

After-hours service, when essential, is generally provided by contractual arrangement with a commercial telephone answering service under the supervision of the local office manager and registrar. However, for registered nurse registries, there are two exceptions: In the original registry office, after-hours service is handled by the registrars, who take copies of file cards home with them; and in one of the smaller communities, where there is no telephone answering service, the nursing office of the hospital is teaming with the local office to supply the community with 24-hour service.

Not all the practical nurse registries have 24-hour service. Since few hospitals accept practical nurses for private duty or even relief floor duty, registry service is largely limited to home cases. After-hours service has not always proved either necessary to the community or financially practicable on our part.

In several instances, periodic reviews of the actual cost of service rendered have resulted in limiting registry service to regular local office hours. However, this action is not taken without discussion of alternatives with the nurses concerned. The alternatives considered, and in some cases adopted, are: Provision of after-hours service by the nurse organization or the hospital; sharing of telephone answering service costs by the nurse organization; and assumption of all costs by the nurse organization. The last alternative has been suggested by the Licensed Practical Nurses Association, with the provise that complete control over the operation be retained by the Employment Service.

The Philadelphia Professional and Clerical Office nurse registry operation.



We have the active support of the Pennsylvania Nurses Association in this professional operation. A series of meetings several years ago resulted in the formation of a PNA–PSES Coordinating Committee which hammered out a "Statement" that expressed the desire of the participants to cosponsor registries for private duty nurses and wrote a PNA–PSES Cosponsored Registry Manual that established a model set of rules on which localities could base their own written rules.

The statement indicates that the coordinating committee will:

1. Develop guides, aids, and materials for the successful operation of cosponsored registries.
2. Exchange information.
3. Maintain a continuing review of registry operation through periodic reports or other established means.
4. Coordinate efforts to supply aid and guidance in localities where new cosponsored registries are contemplated.
5. Establish tools and criteria for evaluation of cosponsored registries to be conducted at least biennially.

Local Variations Possible

Although the model set of rules is sometimes quite detailed, it always allows leeway for local variations. It covers the areas of name, purpose, location, direction, membership, management (registry and grievance committees and advisory council), responsibilities of the Employment Service, the registrant, and the hospitals. A cosponsored registry is officially established when its facilities and rules have been approved by the coordinating committee in a letter signed by the executive secretary of the association and the State director of the Employment Service. The biennial evaluation is conducted jointly by a staff member of each organization during a visit to the locality. While files and records are reviewed at this time, the essence of the evaluation is in the roundtable discussion of the local situation by members of the Registry Committee, the Advisory Council, and the local office participant.

The Licensed Practical Nurses Association of Pennsylvania is a younger organization with more recently established headquarters and staff; consequently, where practical nurse registries have been established, they have been largely the result of local efforts. However, State level meetings were begun in 1965 and this year will see an agreement with this group similar to the one described above.

The tremendous growth of medical service facilities and the much greater availability of insurance moneys to pay for medical service combine to create an ever increasing demand for private duty nurses from a relatively dwindling supply of qualified nurses. It is in this type of community setting that the logic of a professional registry, operated as an integral part of the community's manpower agency, is most apparent. It is obvious from the above account that registry operation in Pennsylvania has not hardened into a standardized routine. It is conscious of its local origins and of the need to remain sensitive to varying local situations. But at the same time, it is aware of a common concern for adequate care for the health needs within the area of service allotted to the private duty nurse.

Youth Report

(*Continued from page 38*)

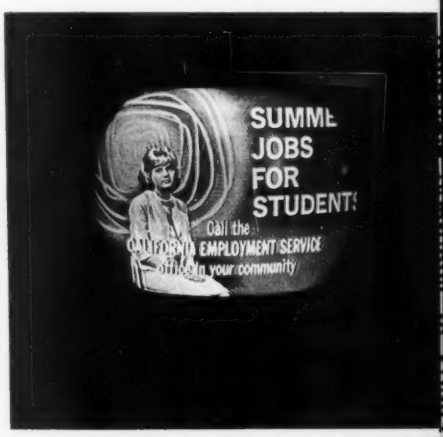
Some of the spots cite types of jobs youths are capable of performing.

On a summer-long basis, the value of air time devoted to these announcements in terms of commercial advertising would have exceeded $70,000 for the first year of the project. With four other stations joining the enterprise since 1961, the figure would go well above the $100,000 mark in commercial equivalence.

Experience has shown that environmental identification with local communities enhances the attractiveness of the announcements. Since 1963, the actual shooting of the spots has been done in three or four "on location" settings. Outdoor areas with favorable scenic value for backgrounds or indoor "interesting" settings have been chosen; e.g. offices, schoolshops, on-the-job situations, farmyards, and the like. In one situation, the senior was a pole vaulter who opened his announcement by actually jumping over the bar at 11 feet—an attention-getter technique.

KGO–TV's premise that public service announcements do not have to be dull or pompous has paid handsomely in results. This is shown by the rising number of placements made by local ES offices within reach of the station's signal. In 1960, the year before the project started, placement of youths under 20 by the 14 local offices for June, July, and August totaled 6,688. In subsequent years, placements in the same area have been running at a level of nearly 18,000.

The on-the-air announcement as it appeared in a viewer's home.



Station KGO–TV is understandably proud of the project which it has developed. However, it does not claim exclusive ownership of the idea and the general manager has expressed the hope that television stations elsewhere in the United States will offer similar service to their communities.

—BOB HIBBARD, *Information Officer for the Northern Coastal Area of the California State Employment Service.*

Selections from
Conclusions and Recommendations
of the
Report of the National Commission on
Technology, Automation, and Economic Progress

We are not impressed with a 4-percent unemployment rate, or a 3-percent, or any other unemployment rate, as an ultimate goal of economic policy. We take seriously the commitment of the Employment Act of 1946 to provide "useful employment opportunities for all those able, willing, and seeking to work."

TECHNOLOGY *and the* AMERICAN ECONOMY

Unemployment tends to be concentrated among those workers with little education, not primarily because technological developments are changing the nature of jobs, but because the uneducated are at the "back of the line" in the competition for jobs. Education, in part, determines the employability and productivity of the individual, the adaptability of the labor force, the growth and vitality of the economy, and the quality of the society. But we need not await the slow process of education to solve the problem of unemployment.

The outlook for employment and adjustment to change in the next decade depends upon the policies followed. Uneven growth and decline of occupations and industries could, but need not, cause serious difficulties for the economy as a whole. The number of unskilled jobs will not decline, though unskilled jobs will continue to decline as a proportion of all jobs. Growth patterns in both the economy and the labor force provide an important warning: Unless Negroes and, to a lesser degree, youth, are able to penetrate growing occupations and industries at a more rapid rate than in the past, their high unemployment rates will continue or even rise. Our society must do a far better job than it has in the past of assuring that the burdens of changes beneficial to society as a whole are not borne disproportionately by some individuals.

The more adequate fiscal policies of the past 2 years have proven their ability to lower unemployment despite continued technological change and labor force growth. Economic policy must continue, watchfully but resolutely, to reduce the general unemployment rate. We must never again present the spectacle of wartime prosperity and peacetime unemployment. The needs of our society are such that we should give major attention in our fiscal policies to public investment expenditures.

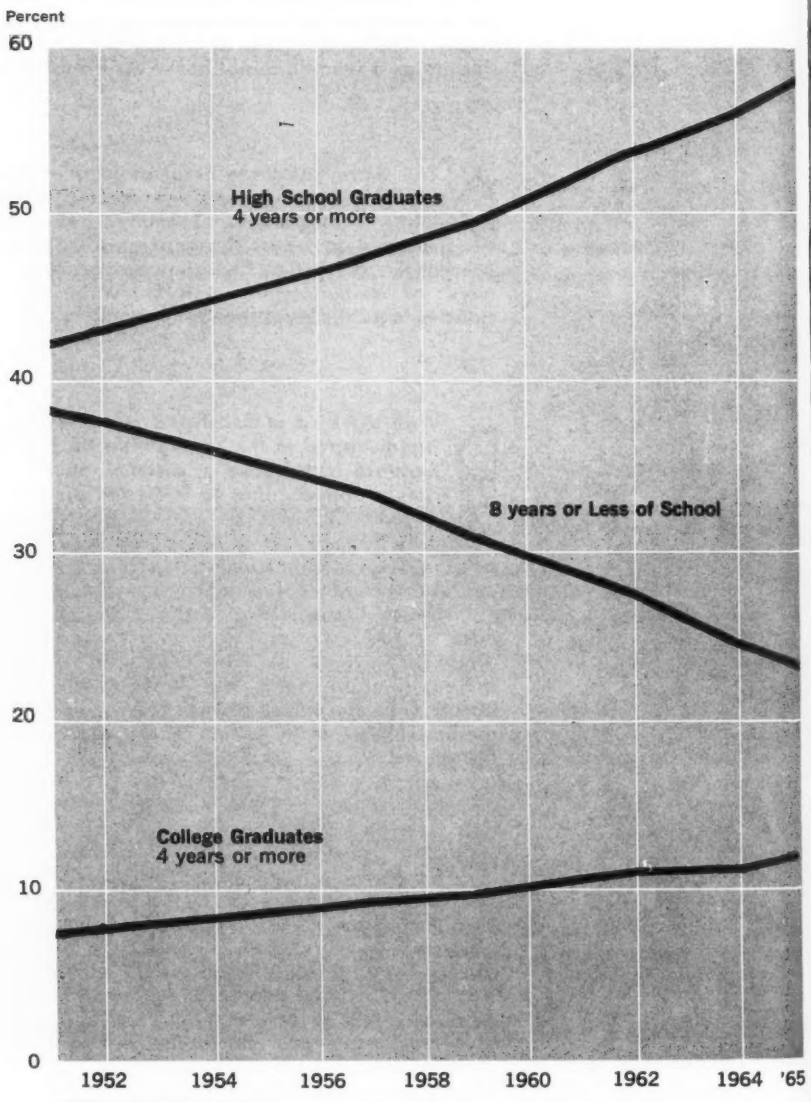
With the best of fiscal and monetary policies, there will always be those handicapped in the competition for jobs by lack of education, skill, or experience or because of discrimination. The needs of our society provide ample opportunities to fulfill the promise of the Employment Act of 1946: "A job for all those able, willing, and seeking to work." We recommend a program of public service employment, providing, in effect, that the Government be an employer of last resort, providing work for the "hard-core unemployed" in useful community enterprises.

The new programs are aimed specifically at those left behind in an otherwise prosperous economy. They recognize the anomaly of excessive unemployment in a society confronted with a huge backlog of public service needs in its parks, its streets, its slums, its countryside, its schools and colleges, its libraries, its hospitals, its rest homes, its public buildings, and throughout the public and nonprofit sectors of the economy. They recognize that employing the unemployed is, in an important sense, almost costless. The unemployed consume; they do not produce. To provide them meaningful jobs increases not only their income but that of society. Much of the work that needs doing calls only for limited skills and minor amounts of training. Some of it is manual in character; some of it is subprofessional.

We therefore recommend (1) that public service employment opportunities be provided to those unsuccessful in the competition for existing jobs; (2) that a 5-year program be established, with the amount of public service employment increased each year, depending upon previous experience and labor market conditions; (3) that an initial sum of perhaps $2 billion be appropriated to provide about 500,000 additional full-time public service jobs; and (4) that the program be coupled with a serious attempt to learn more about the nature and causes of "hard-core" unemployment by case and survey methods.

Technological change and productivity are primary sources of our unprecedented wealth, but many persons have not shared in that abundance. We recommend that economic security be guaranteed by a floor under family income. That floor should include both improvements in wage-related benefits and a broader system of income maintenance for those families unable to provide for themselves.

EDUCATIONAL ATTAINMENT OF THE CIVILIAN LABOR FORCE,[1] Selected Years, 1952–65



[1] 18 years old and over.

Source: U.S. Bureau of the Census and U.S. Department of Labor.

To facilitate adjustment to change as well as to improve the quality of life, adequate educational opportunity should be available to all. We recommend compensatory education for those from disadvantaged environments, improvements in the general quality of education, universal high school education and opportunity for 14 years of free public education, elimination of financial obstacles to higher education, lifetime opportunities for education, training, and retraining, and special attention to the handicaps of adults with deficient basic education.

The Manpower Development and Training Act has made a start in the retraining of employees and the unemployed. But the program must still be described as experimental in scale; we recommend that it be expanded. With labor markets tightening, retraining has added urgency.

The laws of some States prevent unemployed workers from receiving training while drawing unemployment insurance. Such laws should be changed by Federal and State action. In the long run, unemployment insurance funds would probably be saved by offering a monetary incentive (over and above unemployment insurance benefits) for training to be at least equal to the added clothing, meals, transportation, and tuition costs involved.

Adjustment to change requires information concerning present and future job opportunities. We recommend the creation of a national computerized job-man matching system which would provide more adequate information on employment opportunities and available workers on a local, regional, and national scale. In addition to speeding job search, such a service would provide better information for vocational choice and alert the public and policymakers to impending changes.

Adjustment by workers to technological and other change would be helped by improved operation of the labor market. Frictional unemployment can be minimized only if workers seeking jobs and employers seeking workers can be brought together efficiently.

The labor market is a complex market, or group of markets, including all classes of workers from the unskilled to professionals and executives. The labor market for most occupations is local, but there are regional and even national markets in some occupations. There is a tendency for markets to widen as mobility increases. In many cases, necessary or desirable adjustments to change involve long-distance moves, even coast-to-coast, and require a communication system that is nationwide.

The first requirement for an orderly labor market and satisfactory adjustment to change is adequate information. Alternative employment opportunities are real to the individual only if he is aware of their existence. Displaced workers, those vulnerable to displacement, and those who want to improve their standing in the labor market can make reasonably appropriate decisions only if they have information, not only about present opportunities but about the future outlook for alternative occupations.

The jobseeker, whether unemployed or seeking better employment, has little information available concerning alternative job openings. Many placement agencies, labor unions, trade associations, and other organizations are involved in the process of matching men and jobs. Most of them serve limited clientele, usually skilled and professional workers and executives. Only the public employment services are available to all and serve the full range of occupations. Yet they have information available only on those job openings which are listed with them by employers; and employers can learn from the public employment service only of that minority of workers who registered there. Most information concerning job opportunities passes by word of mouth through an informal but effective grapevine, but the information provided is of limited scope.

The Bureau of Labor Statistics makes reasonably accurate long-range projections of national employment trends by occupation and industry. The U.S. Em-

ployment Service and its affiliated State agencies supply increasing amounts of information about local employment trends. But there is simply no place in any local labor market, let alone on a regional or national basis, where individual jobseekers or employers can discover the full range of possible jobs or employees available. The outlook for employment at the local and regional level and the probable durability and potential of any choice made is usually unknown to the individual. The adjustment process can be improved considerably through provision of more and better information concerning present opportunities and their future promise. Some of the needed improvements follow.

1. To give jobseekers and employers access to specific job openings and potential employees, the Commission recommends that a computerized nationwide service for matching men to jobs be established. The technical feasibility of such a system has been established in studies sponsored by the Commission. With local centers feeding into regional centers information relevant at that level, and these in turn feeding into a nationwide job and manpower bank, the service could provide detailed information on the manpower requirements of job vacancies and the persona characteristics of jobseekers.[1] The technological knowledge is available for the development of the equipment and the costs are within reason. Problems relating to the most effective methods of coding and similar problems remain to be worked out, but these can be solved if the commitment is made to develop the system.

The proposed communication system could be organized in several ways. It could be a nonprofit public service corporation with joint public and private ownership, or a part of the U.S. Employment Service. Each has advantages and disadvantages. The question of the appropriate form of organization is subsidiary to the basic recommendation that the system be established. However, some of the Commission members prefer the first possibility. The Commission believes that it would be sound policy for employers to list all or most job openings through some generally available mechanism. The proposed system would strongly encourage such listing. An obvious beginning would be for the Federal Government to list all of its openings with the system through the U.S. Employment Service.

The operation of the system, if it were organized as a joint public-private corporation, would be as follows: Every employer could, if he wished, have in his own establishment a terminal giving access to information concerning the detailed characteristics of all jobseekers. Employers could themselves choose whom to interview rather than depend upon others to refer prospective employees. Small businesses might have access to the system through jointly operated terminals or by placing job orders with the employment service. The jobseeker would participate in the system either directly or through his own chosen representative—the public Employment Service, a private employment agency, either fee-charging or eleemosynary, a labor union, or some other agency which, through its own terminal, would have access to the requirements of prospective employers. Either employer or employee could place any desired restriction upon use of the information supplied, and appropriate safeguards could be established to guard against invasion of privacy.

If the communication system were a separate enterprise, the public Employment Service would be relieved of a purely mechanical function and allowed to focus all of its resources upon the needs of the unemployed and those seeking better jobs. The jobseeker, in turn, could pursue his job search in an orderly fashion under the auspices of the public Employment Service or other employment agency. Alternatively, the operations of the public Employment Service might be computerized with local systems linked into a national system. The question of the appropriate ownership of the employment information system is separate from the desirability of the system itself. We recommend its careful study.

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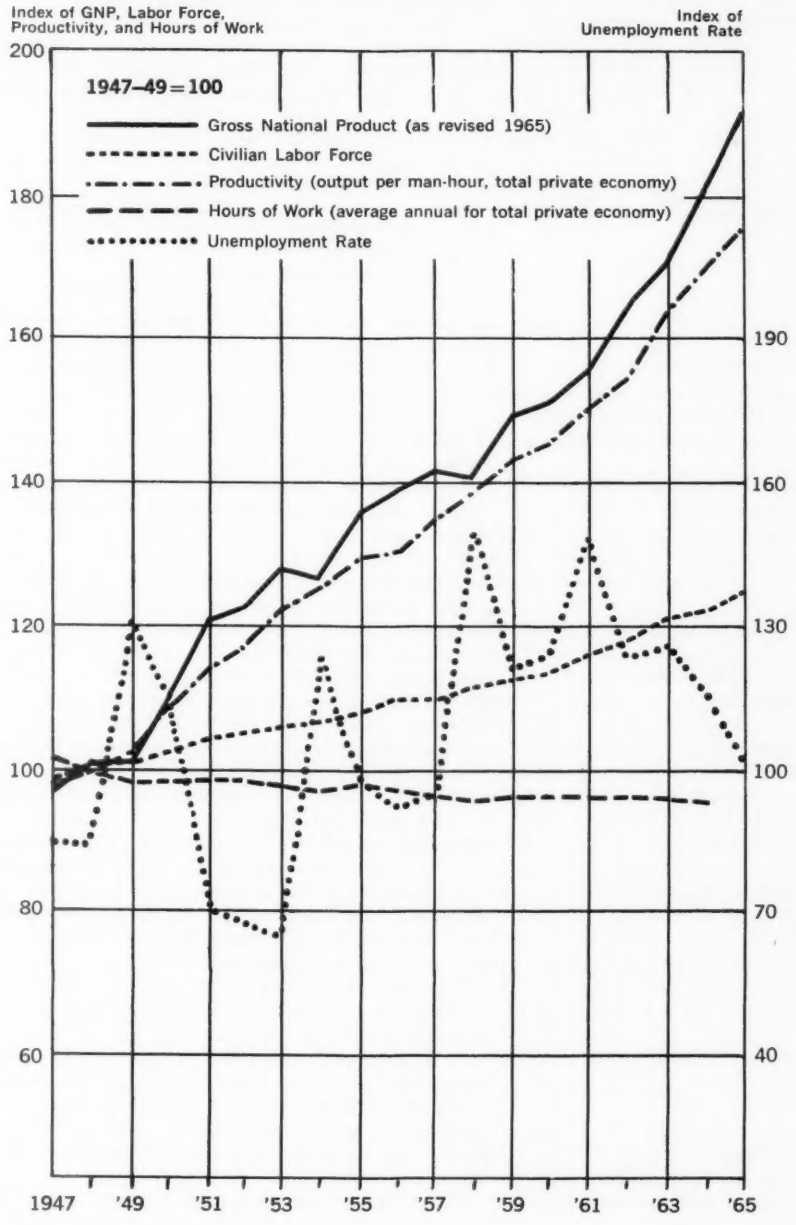
[1] *In cooperation with the U.S. Employment Service, the State of California has experimented with a computerized system and further experimentation is now contemplated on an interstate basis.*

INDEXES OF GROSS NATIONAL PRODUCT, LABOR FORCE, PRODUCTIVITY, ANNUAL HOURS (WORKED), AND UNEMPLOYMENT RATE, 1947–65



2. To warn of vulnerability to displacement and aid rational choice among alternatives as well as provide businessmen and public officials with better tools for long-range planning, short- and long-term forecasts of local and regional occupational demand and manpower availability should be improved and made more readily available. A focal point should be established in each community, probably in the local public Employment Service, where national trends and information from local businessmen, public officials, universities, and other sources can be translated into 1- to 10-year forecasts of likely local and regional manpower and employment developments. Not only employees and employers but those concerned with counseling and guidance, educational and urban planning, and economic development would be assisted by such guides to future prospects.

We recommend that present experimentation with relocation assistance to workers and their families stranded in declining areas be developed into a permanent program.

While encouragement of labor mobility is essential, emphasis should be placed on attempts to rehabilitate economically distressed areas through regional planning and Federal financial and technical assistance. Efforts should be made to bring jobs to areas where workers live and to utilize fully existing social investments in community facilities, schools, churches, etc.

The availability of alternative sources of employment may be of little value to the displaced employee if they are too far away. The problems of depressed areas have received considerable attention in the past few years but are still far from solution. Economic and technological changes leave regions and their people isolated, stranded, unemployed, and poor, their resources and social investments underutilized or abandoned. The initial approach, appropriately, was to attempt to bring the jobs to the people, many of whom had been isolated from the economy's mainstream by the vagaries of technological change. The public obligation to give a geographical dimension to the freedom of occupational choice was first recognized in the labor adjustment provisions of the Trade Expansion Act. Subsequently, positive support was provided in the 1963 amendments to the Manpower Development and Training Act. Not as a general policy but as an experiment and as a demonstration, the Secretary of Labor was authorized to provide grants and loans to cover the direct costs of workers moving from labor surplus areas to promised jobs in more favorable economic areas.

At first, the program was burdened by the generally high levels of unemployment. As labor markets have tightened around the country, the availability of relocation assistance is demonstrating its value. Much should be learned from the current experiments in the design of a permanent program.

In such relocation efforts, careful consideration must be given to the total consequences. There are values in stable communities; when it is possible, economic development should be promoted in declining areas. We commend the continuing experimentation which is going into the rehabilitation of Appalachia and other depressed areas.

To people whose experience and resources are limited, fear of the unknown is probably a more important obstacle to geographical mobility than the financial cost of moving.

A successful relocation program will require advance information on the nature of job opportunities, housing, and transportation. It may be necessary to meet the losses entailed in selling a house in an area of falling employment. Such losses are frequently absorbed by firms transferring their managerial personnel or engineers and scientists, but seldom for industrial workers.

The worker and his wife will need an opportunity to visit the prospective community. Counseling will be needed at both ends of the transfer, as well as assistance in finding housing and fitting into the community. For many, close followup for substantial periods may be necessary to prevent discouragement. New jobs must be found when others are lost. All these and moving

costs, too, will often be necessary. Even then relocation will make a marginal, though worthwhile, contribution to adjustment.

Another important obstacle to the geographical matching of men and jobs remains almost unnoticed. Part of labor displacement results from the tendency of industry to follow the movement to the suburbs, while the poor, many of whom have been victims of technological change in agriculture, remain trapped in the central city. If one is too poor to own and operate an automobile it may be literally true that "you can't get there from here." One member of this Commission, before the Los Angeles riots, had some of his students conduct an experiment in the Watts area. They were instructed to travel by public transportation from the center of Watts to various areas of employment throughout the city. Most of the trips involved several bus changes and at least 1 ½ hours of travel each way. It was literally impossible to get from Watts to one important employment area by public transportation in time for work in the morning. A solution to this problem is essential, not only for adjustment to technological change but for the attack on poverty and the reduction of riots and strife.

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Displacement, technological and otherwise, has been particularly painful to those blocked from new opportunity by barriers of discrimination. The Commission wishes to add its voice to others demanding elimination of all social barriers to employment and advocating special programs to compensate for centuries of systematic denial.

Discrimination based on race, age, or sex and arbitrary control over hiring or training, as in certain apprenticeship programs . . . cannot be condoned for they prevent the Nation from fully using its human resources or using them efficiently. The Government has through legal and administrative actions attempted to eliminate these practices. However effective it has been, the road to realistic solutions is a long one.

This Commission has taken special cognizance of the civil rights "revolution." The heart of the problem faced by Negroes as they strive to enter the mainstream of American economic life is employment opportunity. That this also lies at the heart of adjustment to technological change is no surprise. Therefore, it is clear that a healthy, rapidly growing economy is a necessary condition for Negro progress. However, by itself it is probably not enough. For more than 300 years, the Negro has been systematically denied his rightful place in American society. This denial has taken its toll in many ways. In order to develop and use fully the potential of America's Negroes, special programs will be needed—programs which systematically attempt to compensate as rapidly as possible for 300 years of systematic denial. The cost of these programs will be high, but it will be small in relation to the human costs of 300 years of deprivation, and it will also be small in relation to the benefits society will reap. It is probably fair to consider such expenditures in much the same light as we considered expenditures for returning GI's after the Second World War. Only now are we fully recognizing the benefits of this investment. The same will be true of the special programs which will permit Negroes their rightful place in a democratic society.

We also advocate a positive program by employers and unions to provide compensatory opportunities to the victims of past discrimination and stronger enforcement provisions in civil rights legislation relating to employment. Federal, State, and local governments are encouraged to conduct themselves as model employers in the development of new adjustment techniques.

Guidelines for ES and Vocational Education Agencies

Early in May 1966, Manpower Administrator Stanley Ruttenberg and U.S. Commissioner of Education, Harold Howe, II, issued a joint statement on implementation of cooperative arrangements between State employment security agencies and State vocational educational agencies under the Vocational Education Act of 1963. The statement follows:

The Vocational Education Act of 1963 initiated a major strengthening and expansion in vocational education in the United States. Section 5(a)(4), part A, of the act directs, in part, that cooperative arrangements between the State boards of vocational education and the State employment security agencies be established to facilitate the implementation of this legislation. Specifically, this section provides:

. . . for entering into cooperative arrangements with the system of public employment offices in the State, approved by the State board and by the State head of such system, looking toward such offices making available to the State board and local educational agencies occupational information regarding reasonable prospects of employment in the community and elsewhere, and toward consideration of such information by such board and agencies in providing vocational guidance and counseling to students and prospective students and in determining the occupations for which persons are to be trained; and looking toward guidance and counseling personnel of the State board and local educational agencies making available to public employment offices information regarding the occupational qualifications of persons leaving or completing vocational education courses or schools, and toward consideration of such information by such offices in the occupational guidance and placement of such persons; . . .

Agreements for such cooperative arrangements have been signed in the States and are being implemented in the administration of the act. Experience thus far in this cooperative program however, indicates that some problem areas have developed on the specific requirements and responsibilities of both the State employment security agencies and the State vocational education authorities for the development of occupational manpower requirements under the legislation. The following guidelines outline the responsibilities of the respective State agencies, and provides some suggestions for the implementation of these responsibilities.

1. It is the responsibility of the State employment security agencies, to the fullest extent possible within the limits of available resources, to provide State vocational education authorities with job market information as called for in the Vocational Education Act of 1963.

2. The State vocational education authorities, in turn, are responsible for advising State employment security agencies of the broad categories of occupational training which can be undertaken under the act.

3. State employment security agencies, as part of their on-going operating and research responsibilities, have considerable knowledge and resources to provide job market information. These capabilities, while varying among the States, are nevertheless substantive and permit findings and judgments of direct value to vocational education authorities.

4. Information transmitted by State employment security agencies to vocational training authorities relating to specific occupational training needs should be based on a composite of all the occupational information and tools available for the area.

5. Information concerning occupations for which training can be conducted under the Vocational Education Act of 1963 should be transmitted by the employment security agencies to State educational authorities for use in planning and evaluating training programs under the act. The transmittal should be in a form which specifically identifies the material as representing the findings of the State Employment Services with respect to the needs for vocational training.

6. Plans for training programs to be undertaken each fiscal year, as described in annual projected program activ-

MANPOWER TRENDS

A RECORD 59 MAJOR AREAS WITH UNEMPLOYMENT RATES BELOW 3 PERCENT

Record breaking changes to lower unemployment categories occurred in May classifications of 150 major labor areas regularly surveyed by the U.S. Employment Service and affiliated State agencies. Although Baton Rouge moved from low to moderate unemployment, Albany, Baltimore, Pittsburgh, South Bend, and Seattle shifted from moderate to low unemployment (2.9 percent or less). Consequently, areas with low unemployment increased from March's peak of 55 to 59 in May--a new all-time high since the present rating system began in 1955. Because Wilkes-Barre, Charleston (W. Va.), Huntington-Ashland (Ohio), and Duluth-Superior moved out of substantial (6 percent and above) unemployment, areas with moderate unemployment remained unchanged from March at 78, compared with 92 in May 1965. The removal of the latter group reduced the number of major labor areas in the substantial unemployment category from 17 in March to 13 in May, also bringing this list down considerably from 22 a year ago to an all-time low.

OPENINGS, NEW APPLICATIONS, AND NONFARM PLACEMENTS UP IN MAY

Strong demand for workers continued in May as reflected in job orders placed by employers with local public employment offices as well as by job orders remaining unfilled at the end of the month. Job openings received in local offices totaled 846,900, a rise of 5.3 percent over April and 6.2 percent over last May to the highest for the month since 1962. Also continuing upward were unfilled job openings, which increased 9 percent over the month and nearly 50 percent over the year to 511,100--highest since October 1946. Total openings available in May through local offices of the public Employment Service reached 1,316,000, the most since the series started in 1946.

Jobseekers were more plentiful in May, when 906,200 new applicants registered with local public employment offices, 12.5 percent more than in April. However, most of this rise in new applications was among youth. Over the year, the 10.1 percent increase in applications from young people more than offset the decline in adult jobseekers, which probably reflected the earlier start this year of the President's Youth Opportunity Campaign and resulted in an overall rise of 1.8 percent in new applications from May 1965.

Nonfarm placements rose 6.5 percent in May to 567,600, virtually unchanged over the year. For the first 5 months of 1966, nonfarm placements were 4.1 percent

above the comparable period of 1965. Job openings for which workers were being sought in other areas through the Employment Service interarea recruitment system again rose, by 11.4 percent between April and May, and 1 percent from May to 55,540 in early June. Compared with the year before, job openings were 84 and 80 percent greater. Increases in locally hard-to-fill professional and managerial openings were over 30 percent in both months; for clerical and sales occupations, 11 percent and 67 percent over the comparable months of 1965. About 20,500 skilled workers were being sought in other areas.

NONFARM EMPLOYMENT GAINS SEASONALLY

Total employment (including self-employed, household, domestic, and unpaid family workers) rose a less-than-seasonal 650,000 from April to 73.8 million in May--nearly 1.4 million above the year earlier. About 1.5 million employed persons were on part-time involuntarily--the smallest number for May since the early 1950's.

NEW JOB-SEEKERS RAISE UNEMPLOYMENT ROLLS

An over-the-month increase of 140,000--concentrated among women and youth--brought unemployment to 2.9 million in May, 400,000 below the previous year. From 3.7 percent in April, the jobless rate moved up to 4.0 percent, compared with 4.6 percent in May a year ago. At 1.8 percent, the rate for married men continued below 2 percent for the sixth straight month.

INSURED UNEMPLOYMENT AT LOW

State insured unemployment dropped to 882,000 in May, the lowest since October 1956. At 2.1 percent, the insured unemployment rate reached the lowest since the start of this series in January 1949.

NONFARM PAYROLLS ADD OVER 3 MILLION WORKERS OVER YEAR

Nonfarm payroll employment rose by 575,000 in May (nearly 170,000 more than seasonally) to 63.1 million. Underscoring the progress of the past year, nonfarm payroll employment was 3.1 million above May 1965. Largest year-to-year job increases were 1.1 million in manufacturing, 770,000 in government, 475,000 in trade, and 440,000 in miscellaneous services. In manufacturing, the April-May job rise of 120,000 to 18.8 million was double the expected pickup and mostly concentrated in hard goods industries, particularly electrical equipment and machinery.

HOURS RISE IN MAY

The factory workweek averaged 41.5 hours in May, compared with 41.2 hours in April, but after seasonal adjustment was down marginally (0.1 hour) from the very high level of the preceding 4 months. Overtime averaged 4.0 hours, the highest for May since the series began in 1956.

ities reports submitted by State vocational education authorities to the national headquarters of the Office of Education, Department of Health, Education, and Welfare, should take account of the manpower needs and job opportunities findings of the State Employment Service.

7. Job market information should be supplied by a State employment security agency to State Vocational Education authorities without cost to the Vocational Education agency, if at all possible. If substantive additional information or special surveys are required to meet requests from State vocational education agencies, which cannot be financed from existing State employment security allocations, the feasibility of jointly planned studies and joint financing by the State employment security agency and the State vocational education agency should be explored. In the event the State employment security agency is not in a financial position to jointly finance the study, the State vocational education agency may defray, in accordance with the provisions in the State plan for Vocational Education, the additional costs incurred for the special surveys as agreed to by the State vocational education and State employment security agencies. In all cases, the State vocational education authorities should consult with the State employment security agencies in planning for the development of information relating to reasonable prospects of employment in the community and elsewhere in occupations for which training can be conducted under the act.

8. State education agencies will provide information to the public Employment Service offices on the types of courses available, where such courses will be given, length, starting dates, and other factors necessary in counseling and in referring applicants to vocational educational programs.

9. The State public Employment Service offices will identify and refer suitable applicants for vocational training under the new programs designed to serve the disadvantaged, as well as other persons who could benefit from appropriate vocational education.

10. The State public Employment Service offices will arrange for referral of applicants from their files to vocational education agencies for training consistent with their interest and aptitudes.

11. The State and local education agencies will arrange for the referral of school dropouts and graduates (for whom placement has not already been arranged) to the public Employment Service offices for counseling and placement services. Pertinent information about such individuals seeking employment will be provided to the public Employment Service offices. Such offices will arrange for counseling, testing, and placement services to school dropouts, those who have completed training, and others needing training and retraining to assist them in obtaining suitable employment.

Administrators of State employment security agencies and State Vocational Education Directors should arrange a meeting to discuss specific implementation procedures which may be required to carry out the joint responsibilities of both agencies under the act. Such discussions should be designed to cover procedures for the development, transmittal, and utilization of information on:

1. Occupations in which there are reasonable prospects for employment in the community and elsewhere and for which the establishment of vocational training should be considered;

2. The job content and performance requirements of these occupations, to assist in planning and developing appropriate curricula;

3. The characteristics of Employment Service job applicants—particularly disadvantaged groups and school dropouts—who may be suitable for vocational training;

4. The occupational qualifications and counseling and guidance needs of graduates and prospective graduates of vocational education courses—in order to facilitate placement prospects of such workers.

Such meeting should also explore other actions which may be necessary to promote desirable working relationship among the respective State agencies to assure the effective implementation of the Vocational Education Act of 1963.

Tools for Deriving Occupational Job Market Information

Information on "shortage occupations" helps to identify occupations for which training may be instituted by vocational education authorities. Regular local Employment Service office data, supplemented by other research, special studies, and analyses of the local job market, provide many clues on the occupations for which workers are in short supply within the State or area. The most common of these are listed below.

Local office operating data are, of course, a significant source of information which can be used to identify shortages. The persistence of sizable numbers of job openings unfilled for 30 days or more for a given occupation may indicate a shortage of workers qualified for employment in the occupation. The continuance of an occupation on the list of unfilled openings suggests that an analysis of this occupation, from the standpoint of possible training opportunities, would be desirable.

Sources of Information on "Shortage" Occupations

Area skill surveys
Training needs surveys
Occupational guides
Unfilled ES job openings, by duration
Labor area reports (ES–219)
Industry surveys
Trends, by occupation, for ES job openings placed in interarea recruitment
Summary of labor supply and demand (ES–562)
Other local office lists of shortage occupations
Job vacancy surveys [1]
Handbook on sources of data for manpower
Projections (BES R–199: 1961)

[1] In areas conducting special job vacancy studies and surveys.

Mechanization's March in Agriculture*

The job of the local office farm placement representative has been in a state of flux during the 1950's and 1960's. His responsibilities to farm employers and workers are not changing, but the farms he serves grow larger in acreage, and the workers he serves are developing skills to cope with the ever-increasing number of machines in agriculture.

These same machines which demand higher skills in the workers who operate them are also sharply reducing the number of jobs available to seasonal agricultural workers.

A tremendous amount of research is now being devoted to developing labor-saving devices for harvest and preharvest work. Progress toward mechanization of the harvest is proceeding on two broad fronts. The first is modification of the task to be performed. The second is development of machines to do the task without modifying the work.

Progress in mechanization of the cannery tomato harvest is an example of job modification. It was not possible to develop a machine that would satisfactorily duplicate the traditional selective, multipick hand-harvest operation. Therefore, it was necessary to change the work to be done in the harvest. This was done by developing a new tomato plant through genetic research and the modification of cultivating practices. The fruit of the new tomato plant all ripens at the same time and can withstand bruising. This permits a once-over harvest job that machines can do and have been designed to do satisfactorily and economically.

At the other extreme, the developers of lettuce harvesting machines have been able to accept the crop as it is and to devise a mechanical system for duplicating the job done by hand. Efforts also are being made to adapt the lettuce crop for once-over harvesting, since mechanization would then be more economical.

These two approaches, or combinations of them, are being applied toward increasing productivity in virtually all of the remaining important hand-labor jobs in agriculture. The scope of mechanization research and development is illustrated by a partial list of the crops which are currently the subject of active programs: tomatoes, lettuce, cucumbers, strawberries, apples, cantaloupes, asparagus, citrus fruits, raspberries, blackberries, cabbage, grapes, and celery.

The effects of this research have profound economic implications in terms of the elasticity of demand for hired farm labor—that is, the tendency for growers to hire fewer workers when wages rise. In 1965, the elasticity of demand for labor varied from crop to crop depending on the state of the technology. For some crops, agricultural scientists and engineers had developed methods of machine handling which were competitive with hand-labor costs at the wages prevailing in some areas. For these crops, the adoption of mechanization contributed to a rise in productivity and a decrease in labor requirements in 1965.

For other crops, a mechanized method of producing a marketable product had been developed, but the adoption of the method was being delayed because the cost of machine-handling was greater than the cost of hand labor.

For still other crops, growers are rejecting the current method of machine-handling, not because of cost considerations, but because of technological deficiencies in the method itself.

The following describes the 1965 experience and the outlook for selected vegetable, fruit, and sugar crops.

Tomatoes for Processing

The tomato harvester eliminated more man-hours of vegetable work in 1965 than any other machine. Preliminary estimates indicate that the tomato harvester used an average of 240 man-hours of labor, with an average crew of 24 working 10 hours a day each. Thus, one machine, requiring 1.2 to 1.7 man-hours per ton, could harvest 140 to 200 tons per day. This compares with 7.2 or 7.3 hours required to harvest a ton by hand. Output by machine ranged from 140 to 200 tons per day. About 25 percent, or some 600,000 tons, of the California crop was mechanically harvested in 1965. Assuming a reduction of nearly 6 man-hours per ton, this eliminated about 3.5 million man-hours of labor.

For 1966, manufacturers expect some 800 tomato harvesters in the fields. These machines can easily handle 120,000 acres, or 80 to 85 percent of the normal California acreage

*This article is based primarily on material presented at the National Farm Labor Conference in San Antonio, Tex., in January.

TOP

This self-propelled tomato harvester is operated by a crew of 12 men.

CENTER

Yakima Morning Herald photo

This battery-operated harvesting machine cuts the asparagus spears at the desired length and deposits them in the boxes at the side.

BOTTOM

This experimental lettuce harvester has a rotary, wheel-type elevator for lifting cut heads from the field to the conveyor for loading.

of cannery tomatoes. Adaptability of other production areas is likely to be slow, due to the availability of hand labor.

Lettuce

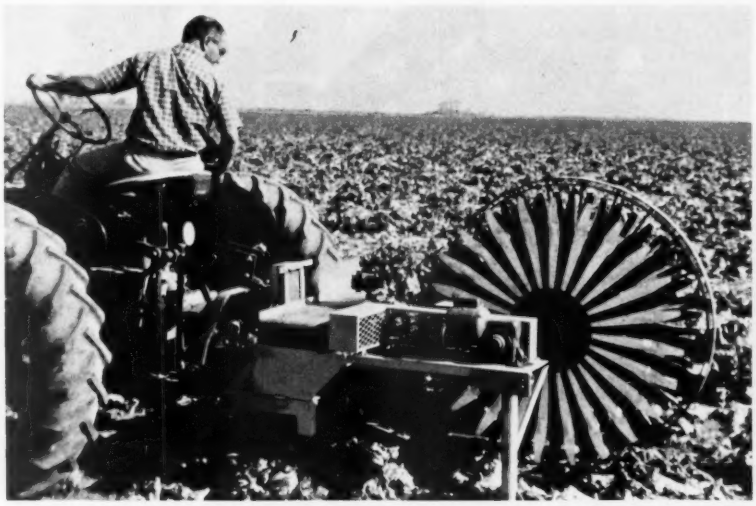
The ability of growers to get sufficient help delayed adoption of the costly selective lettuce harvester in 1965. However, further tightening of the labor supply or wage increases might cause rapid adoption of this technology.

Cucumbers

Two principal types of mechanical harvester are available to growers—a "one-pick" machine and a "multipick" machine. The one-pick machine lifts a swath of vines, cuts the roots, strips off the pickles, and discards the vines. The multipick machine straddles the row, lifts the vines onto a picking bed, knocks the pickles from the vines, and returns the vines to the ground. Data are not available on costs of harvesting by machine, but users estimate the cost as the same or less than hand harvesting.

Asparagus

It appears that the "nonselective" harvester is ready for adoption. The



The "mule train" harvesting celery in a Belle Glade, Fla., field.

machine is said to harvest premium white asparagus more cheaply than hand labor when wage rates are $1.40 or more per hour.

Celery

In Florida, celery is cut by the "mule train." Workers with knives walk in front of the big machine, cutting the celery and throwing it onto a conveyor belt. These belts carry the stalks to a central assembly line for washing and packing into wire bound crates. The crates then are loaded onto a truck which is towed in reverse by the harvesting machine. Then they are taken to a hydracooling plant before being shipped to market. A cutting machine to replace hand cutters was tried experimentally on the 1965–66 crop. Results were sufficiently encouraging to induce several growers to purchase this equipment.

Photo courtesy Holly Sugar Corp.

This mechanical harvester removes sugar beet tops, digs and loads the beets. The tops are retained by the growers for feed.

Fruits

Mechanical harvesting of apples and other noncitrus fruits for processing is a distinct possibility. While an apple may be bruised by shaking, it can be utilized without great loss of quality if processed quickly. By proper timing and scheduling of processing plants, shaken fruit can be processed within 2 hours of harvest.

Much research is being devoted to

(*Continued on page 58*)

A Progress Report . . .

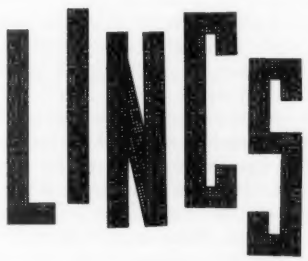
Placement Through Automatic Data Processing

ELMARS GOLTS

It has become increasingly apparent in recent years that the Nation's economic growth, rapidly changing patterns in occupational demand, and the unprecedented increase in the number of youth reaching employment age will continue to escalate and broaden the scope of demand for manpower services. To meet these needs, the effectiveness of placement operations, economic and statistical research capabilities, and control of manpower programs can, and must, be increased.

The existing system of manual data processing and information retrieval is primitive and essentially incapable of meeting contemporary needs. The U.S. Employment Service is continuing research to produce an automated system which provides necessary capabilities for optimum inter- and intra-area exposure of workers to job opportunities. There is an equally urgent need to devise a means of assuring complete and timely flow of detailed qualitative and quantitative information concerning job market conditions and the nature and effectiveness of manpower services to workers and employers.

One component of such an overall system is Project LINCS (Labor Inventory Communications System). LINCS is an application of automatic data processing systems to placement operations. It is designed to advance local office placement capabilities via computer file-search of individual applicant characteristics against individual job order requirements. This search can be on an



intra- or inter-area basis. The system is currently installed and undergoing advanced development in the Sacramento, San Francisco, and Los Angeles Professional Placement offices.

Initial field tests were begun early in 1964, when the program was introduced in the Sacramento, Calif., local office. Results were encouraging and, in May 1964, it was extended to the Professional Office in San Francisco to begin a test of program effectiveness under limited multi-office operations. Interviewers were instructed to preselect applicants on each job order, using standard manual methods, as well as to enter each order into the computer system. Parallel file search was required to provide the basis for assessing the comparative effectiveness of the two approaches. In California, much of the remainder of the year was devoted to modification of the experimental computer program, input/output formats, operating instructions and procedures, and to a continuous review of systems performance in local office operations.

As a result of these efforts, manual file-search in professional, technical, and managerial occupations was discontinued in April 1965, with interviewers in the Sacramento and San Francisco offices becoming fully reliant on computer "printouts" to identify referral candidates. Walk-in referral remained unaffected.

During the following month, work was begun to introduce the program in the Professional Office in Los Angeles in order to test and evaluate its effectiveness under high-volume operating conditions. Installation was completed during the last quarter of the year and manual file-search discontinued in January 1966.

In the three offices served, applicant and job order information is recorded on modified forms which

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have supplanted those used by other California offices engaged in professional placement activity. A major departure from customary order and application-taking procedure is that descriptions of work experience specializations possessed or required are summarized in "key-word" form, i.e., the narrative is reduced to essential words or phrases that best describe an applicant's qualifications or the employer's experience requirements. For example, in case of a computer programer, experience requirements or qualifications might be key-worded as follows: COMPUTER-PROGRAMER, IBM–1401–DISK, IBM–1401–TAPE, AUTOCODER, COBOL. Key words from both documents provide the basis for a word-for-word matching of experience requirements with qualifications. File search is conducted without regard to occupational classification. Data in the following categories are used for computer files-search purposes:

1. Salary offered and acceptable;
2. Sex;
3. Citizenship;
4. Job location and area to which applicant is willing to relocate;
5. Travel frequency required and acceptable;
6. Possession of driver's license;
7. Need or willingness to use own car on employer's business;
8. Federal Civil Service career status;
9. Supervisory experience;
10. Licenses, credentials, registrations, or certificates; required and possessed;
11. Professional society memberships;
12. Language proficiency;
13. Educational level and specializations;
14. Additional training, such as internship, residency, supervised field work, and apprenticeships; and
15. Experience specializations.

At present, several variations in computer search strategy are available to the interviewer. Depending upon requirements of a given job order, the interviewer can limit file-search exclusively to data in the miscellaneous categories listed in 1 through 12 above or expand this search to include: (1) Education; (2) experience; (3) both education and experience; and (4) either education or experience, when the employer accepts the latter in lieu of educational attainment. In addition, both designation of specific key-words as essential or variable requirements and the use of certain weighting routines provide the order-holding interviewer with an effective tool for controlling computer selectivity in the work experience area.

Once the application and order-taking process is completed, source documents are routed to the local office teletype operator. The operator punches the employer requirement and applicant characteristics data, along with identifying information, onto paper tape. In the case of job orders, search instructions are also included. Several items punched are digitally coded. However, the bulk of information is entered in English-language form. Order tapes are then teletyped to the data processing center in Sacramento. For reasons of economy, applicant tapes are transmitted by mail.

Once received, these tapes are automatically converted into punched-card format for computer input. New applications are entered into the computer each evening and exposed to the job-order requirements. Subsequently, application files are merged and new orders received are passed against all applications. The computer produces search results in the form of punched cards which are converted automatically to paper tape. Results are then teletyped to local offices during the night. The end product is a roster of referral candidate profiles arranged by job for which candidates appear to be qualified. Based on the information in this roster, the interviewer determines which applications should be studied in detail to select candidates for placement negotiation.

Experience to date indicates that computer file-search, based on the keyword approach, is sound. Key words describe qualifications and requirements precisely, and overcome traditional problems caused by incomplete or inaccurate occupational classification. Exposure to job opportunities is broadened, as each applicant is considered for all job orders on file. Further, computerized file-search relieves interviewers of the time-consuming drudgery of repetitive and laborious manual file-search.

A word of caution is in order. Thus far, the program has been restricted to a small number of offices within the State. It has further been limited to professional, technical, and managerial occupations. It has yet to be tested on a wide geographic basis involving occupations on various skill levels. Only when these tests are completed will there be a firm basis on which to construct a system that is applicable nationally. Research is now underway to extend program coverage to skilled and semi-skilled occupations.

FARM LABOR

(*Continued from page 56*)

mechanization of citrus fruit, but progress is extremely slow and difficult. The shaker and catching frame method of harvest is being tried on citrus for processing, but results are far from satisfactory. So far, it has not been adopted commercially.

Sugarcane

Although the cane harvests in Hawaii and Louisiana have been mechanized for many years, sugarcane cutting and topping in Florida is still done with a machete. Then it is picked up by a modern loader which mechanically saws the cane into short pieces and elevates it into large rubber-tired steel hopper carts. Technicians believe the operation could be modernized further by mounting a cutting head on the loader. A producer is experimenting with such a device this year. However, many industry people believe this is impossible in Florida because soil and wind conditions cause a very tangled growth.

Sugarbeets

The sugarbeet industry has been largely converted to machine operations. Precision planting, blocking, thinning, weed control, and harvesting have all been converted from hand to mechanical operations.

College Placement in California

Placement Interviewer Mrs. Esther Drees of the San Mateo local ES office confers on campus at the College of San Mateo with the school's placement center coordinator, Frederick Gilman. Mrs. Drees works almost entirely at the school in an office provided by the college.

JEAN LARSON

Mrs. Pat Parody at the reception counter at St. Mary's College where she is outstationed on a full-time basis as Placement Interviewer representing the local ES office at nearby Berkeley.

Now in its 10th year, the Employment Service college placement program in California has proved creative and rewarding beyond our expectations. Two local offices—Santa Barbara in southern California, and Stockton in the north—pioneered the first outstationed services on campus in 1956.

The service began at Santa Barbara City College with group GATB testing and individual vocational counseling on campus for the potential dropout. The Sacramento local office was next to establish a placement service, with an ES representative stationed at Sacramento Junior (now City) College in 1957, and another at American River Junior College 2 years later. Since then, the program has continued to grow. Nineteen local offices now serve 32 2- and 4-year colleges in the State, with either full-time or part-time interviewers outstationed.

A Cooperative Venture

Any concern that the State Employment Service might encroach on the functions of professional college placement officers has not been justified in California. In some cases, the college placement officer and the ES representative work together, with the placement officer primarily handling career placement for prospective graduates, and the ES representative fulfilling the no less important task of helping students stay in school by means of part-time and summer work. In other cases, the ES representative engages in both career and in-school placement, especially in

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Mrs. Peggy Paul, Employment Service Representative at Santa Barbara City College, interviews student Jack Pilgrim in an attempt to find a job that will fit in with his academic schedule. The outstationed service at the college is in its 10th year.

Jean Larson is in the California Department of Employment.

those colleges which offer only a 2-year curriculum.

Where a college has an active placement staff of its own, overlap in services is scrupulously avoided by specific agreements, usually written, differentiating the roles and responsibilities of the institutional and Employment Service staff.

Basic Placement Service

The basic college placement program consists of registering students for work, accepting and soliciting employer orders, job development and placement, on- and off-campus publicity, and referral of dropouts and potential dropouts to the local office for counseling, testing, and employment. It requires close cooperation between the local office and college counseling and placement staff.

A typical placement operation is carried on by the ES representative at Foothill College near Palo Alto, where the greater part of the year is spent on placing students in part-time jobs. Wherever possible, an effort is made to place a student on a job relating to his major. For instance, science majors have been placed in hospitals and electronics labs; electronics technician majors, in electronics plants; secretarial majors, in offices; accounting majors, working for CPA's; medical assistant and dental assistant majors, working for doctors and dentists; and drafting design majors, in drafting jobs.

Another outstanding illustration is the placement service provided by the Santa Cruz local office at Bethany Bible College. In 1965, at least 80 percent of the 400 students at Bethany earned a minimum of $500 during the school year. The overwhelming majority were placed by the ES representative, who obtained over 1,000 orders from employers throughout the year and made more than 1,900 student placements.

In addition, all year long, but especially in the spring, employers come to the colleges to recruit. ES representatives arrange appointments and office space for the recruiters. They may also speak to classes on the services of the placement office, provide job market information, and serve on school committees where placement problems may be involved.

Specialized Services

A wide variety of specialized services have grown out of the basic college placement program. Some of the highlights include:

● At the College of the Redwoods in Eureka, the college placement program was preceded by an unusual service rendered by the local office. When the College was in the curriculum planning stage, the occupational analyst for the Eureka office was asked to participate as a research consultant with a five-member survey staff to determine specific vocational and technical needs of the area. The results of this study served as the basis for curriculum planning. This timely service paved the way for an effective college placement program.

● At Grossmont Junior College and Southwestern Junior College, both served by the San Diego local office, Department of Employment staff are members of the College Curriculum Advisory Board.

● Placement service at the College of the Desert has encouraged many young people of limited means, both in Indio and Palm Springs, to enroll because of the near certainty of getting part-time work to maintain them. The Dean of Students sees this as "a positive step in the direction of cooperating with the national effort towards exiting individuals from poverty through the only possible avenue, that of education."

● In addition to summer camp counselor recruitment and career placement services to graduating students in Social Work at the Immaculate Heart College served by the Los Angeles Professional Office, the ES staff has held two Job Clinics on campus. These provided significant occupational information in a wide range of social and physical sciences, through both employer presentations and occupational materials supplied by the local office.

● In the course of making nearly 1,300 job placements in 1965, the ES representative at the College of Marin, served by the San Rafael local office, registered 17 foreign students with a total of 52 placements. In addition to domestic work, these students were placed in such jobs as stockboy, ceramics helper, busboy, youth group worker, form finisher, and art teacher. Coming from such widely scattered places as Argentina, Holland, Hong Kong, Iran, Japan, Korea, Nicaragua, Tanganyika, Nigeria, and Turkey, many of the students would have found it difficult to stay in school without the help of this placement service.

● The placement office at St. Mary's College, served by the Berkeley local office, is partly staffed by St. Mary's students employed by the State on an intermittent basis to provide ready liaison with the student labor force. The office cooperates with the Contra Costa County summer youth survey by handling selection and referral of high school graduates in an expanded summer employment program. The summer youth survey is financed by contributions from city councils and businessmen to pay young people for a house-to-house solicitation for jobs.

Also through the placement office, St. Mary's students saved thousands of dollars for homeowners in the area during a recent mud slide caused by heavy rains. Within minutes of referral by the placement office, which also arranged for car pools, the students were rushed to the job to shovel mud, buttress retaining walls, and otherwise offset the damage.

Long-Range Results

Placement figures, which have been rising steadily from year to year, do not adequately tell the story of the thousands of young people who have been helped to reach their career goals through the service of our representatives on campus. But beyond the statistical success of the college placement program, and its impact on the lives of so many youth, we are enjoying other long-term benefits. Through mutual cooperation and understanding between educational institutions and local offices, the program has brought closer together the goals of education and employment: The full development of human resources in a rapidly changing world.

Connecticut's Centralized Teacher Placement Service

GLADYS D. JOLL

A definite need, employer and applicant acceptance, and an effective service rendered provided the basis for the establishment and continued operation of a centralized teacher placement unit in the Connecticut State Employment Service.

Before 1960, each local Employment Service office throughout the State was responsible for teacher placement activity in its immediate area. Teacher placements averaged 50 each year and met the demands of the educators in only a small way. The increase in school building and the introduction of new curricula and enrichment programs necessitated a review of methods to develop a more effective means for selecting trained teachers to meet the specific needs, not only of the new but also of the regular programs in the State. Out-of-State and local teachers call upon State Department of Education consultants in each subject area for assistance in locating teaching positions in their respective fields. However, no placement service is provided by the State Department of Education.

Aware of this situation, representatives from the Employment Service and the Department of Education jointly agreed that a centralized teacher placement unit should be established to serve as a clearinghouse for teachers and school hiring authorities. Such a center was set up in November 1961 at the administrative headquarters of the Connecticut State Employment Service and continued operation there until recently when it was moved to the Professional Placement Center in Hartford.

The first act of the new unit was the formation of a Teacher Advisory Committee. Educators, equally well known to both teachers and school superintendents, were invited to serve on this committee. Membership included representatives from the Connecticut Department of Education, Teacher Certification, Association of Public School Superintendents, Association of Secondary School Principals, Association of Elementary School Principals, Connecticut Education Association, and Federation of Teachers. As the scope of our services expanded to include private and parochial schools, representatives from the Connecticut Association of Independent Schools and Catholic Diocesan Schools were invited to serve on this committee.

Participation by these educators in the planning of a centralized teacher placement unit brought quick acceptance of the new ES approach in launching a more effective teacher placement service. With the help of the Teacher Advisory Committee, application forms were revised, reference forms were added, and extensive publicity was given to the new program.

The Central Teacher Placement Unit was charged with the responsibility of establishing and improving all operations for processing teacher applications, reference requests, vacancy listings, referrals, verifications, validations, job development, and contacts with colleges and educational organizations throughout Connecticut. Local Employment Service offices forward all orders and applications pertaining to teacher placement to the central clearinghouse.

This procedure has proved very satisfactory for all concerned. Teachers have a central place where they can register and receive information about all openings in their field throughout the State. School superintendents have a central place where all applications may be reviewed for current openings. Local ES offices benefit from the placements made in their areas. The tremendous growth of teacher placements from 50 in 1960 to 708 in 1965 has contributed greatly to the professional standing and recognition of the

A Teacher Placement Interviewer talks with a teacher about a position opening.

Gladys D. Joll is Supervisor, Teacher Placement, Connecticut State Employment Service.

Employment Service throughout the State.

A concentrated effort was made to obtain employer acceptance and to inform applicants about our service. Employment interviewers personally contacted the Deans of the Schools of Education and the placement officers in 13 teacher training colleges and universities throughout the State. Applications were made available to all graduating students, and an effort was made to familiarize them with our program and to encourage them to enroll in it. Through mutual understanding and the pooled resources of college placement and Employment Service personnel and facilities, the recent graduate can be assured of assistance in obtaining the teaching position of his choice in Connecticut.

Radio and newspaper releases and numerous types of mailings have been used to acquaint both applicants and employers with our program. Literature and applications were distributed at all professional educational meetings held in the State. The Connecticut Education Association published articles about this service in the CONNECTICUT TEACHER and the CONNECTICUT EDUCATION ADVISOR.

To bring the qualifications of outstanding applicants to the attention of educational hiring authorities, the Central Teacher Placement Unit issues special "flyers" describing the experience and training of selected candidates. These "flyers" list recent graduates, school administrators, married couples who wish to teach in the same town or neighboring towns, out-of-State applicants who are seeking teaching positions in Connecticut, candidates for college positions, and currently available applicants who have unusual professional training and experience. These mailings, issued several times each year, have proved very successful, not only in placing applicants but also in reminding school hiring authorities that the Teacher Placement Unit has a supply of qualified teachers during the entire year.

Personal and telephone contacts are made with public and independent schools, technical-vocational State institutions, community colleges, and universities informing them that the Employment Service has a Central Teacher Placement Unit to help fill their staff needs. As a result of this promotion, notices of vacancies have been received from all of the 132 public school superintendents covering the 169 towns in Connecticut, and from 129 independent schools, 23 vocational-technical State institutions, and 16 colleges.

Many teachers come to Connecticut each year. Some are attracted by location or salary schedules; many merely wish to explore the possibilities of educational opportunities in the State. Others have moved to Connecticut when family members obtained employment here. These teachers tend to seek information from the State Department of Education and are referred directly to the Central Teacher Placement Unit of the Connecticut State Employment Service. During the last 5 years, the 443 teachers from 39 States placed in Connecticut schools through the efforts of the Central Teacher Placement Unit have greatly aided the school superintendents in coping with the teacher shortages in this State.

Teachers from Connecticut who choose to relocate in the other States have been referred and placed through our professional network clearance system.

The teacher placement meetings sponsored by the U.S. Employment Service held in Washington, D.C., and Hartford, Conn., provided an opportunity for an exchange of ideas with cooperating agencies which have had long experience in this area of placement and furnished information with which to perfect our own techniques in coordinating the flow of teachers between States.

The Central Teacher Placement Unit has participated in Employment Service placement activity at several national conventions. As an announcement of a convention was received, schools, colleges, and applicants were notified. Orders were solicited from school officials and clearance referrals were offered to applicants through Convention Placement Service. Recruitment of teachers for Overseas Dependents Schools under the Department of Defense resulted in several acceptances. All of these opportunities made possible by the U.S. Employment Service have been greatly appreciated by teachers and employers in our local area.

Through the Connecticut State Employment Service, placements have been made at every grade level in the elementary schools, and in all subject areas in the secondary schools, including administration, libraries, art, music, guidance, reading, speech, and special education. Public and independent schools, technical-vocational and State institutions, and colleges have benefited by our service.

The opening sentences from the "Report of Teacher Placement Activities in 1965" briefly tell the story of the year's accomplishments. "The Central Teacher Placement Unit of the Connecticut State Employment Service placed 708 school personnel in the calendar year 1965. To accomplish this, 1,812 applications were processed, 3,070 vacancies listed, and 6,396 referrals made."

The success of this program, by and large, has been due to the ready acceptance of both the employing agencies and the teachers brought about by the Central Teacher Placement Unit with the guidance of the Teacher Placement Advisory Committee. Communications have flowed smoothly between the Employment Service and the educational organizations of the State represented by their membership on the Teacher Placement Advisory Committee.

CONVENTION PLACEMENT SERVICE

(*Continued from page 20*)

assistance of a representative from the national office of the Bureau of Employment Security, participated in this Convention Placement Service and gained invaluable knowledge and experience.

The most important educational benefit to the Atlanta Professional Placement Service came through the realization that professional applicants and employers prefer to conduct the total selection process in convention professional placement services. Through verbal and formal communications, many expressed their compliments and thanks for the service.

Teacher Placement is *Different*

A. W. LARSON

The Teachers Placement Service of the North Dakota Employment Service was inaugurated on January 1, 1938, for the purpose of adequately serving teachers and their employers of the State.

The Teachers Placement Service has been in continuous operation since that time. But on July 1, 1942, all funds for teacher placement were cut off from the Employment Service. The Teachers Placement Division operated as an independent State agency until after the war when it again became a part of the State Employment Service.

The Teachers Placement Service was set up as a part of the State Employment Service in 1938 largely because teacher employers felt that existing facilities were inadequate. There were growing problems in finding teachers to staff the rural and smalltown schools of the State. Overworked and understaffed college placement bureaus with contacts with only their own graduates could not and were not expected to find the extra teachers needed.

A. W. Larson is Chief, Teachers Placement Service, State Employment Service Division, North Dakota Employment Security Bureau.

Collectively one of the largest employer groups in the State, employers of teachers lacked the facilities for making the best possible selections for their purpose. There was no centralized clearinghouse for both teachers and teacher employers. There was a lack of professional confidential credentials on many teacher candidates.

The North Dakota Teachers Placement Service has been successful because from the start it recognized the fundamental factors in teacher placement. The nature of the teaching profession demands special procedures and techniques. Irrespective of actual skill in the profession, other factors may be the deciding issue in the teacher's employability. Persons in few other occupations are subject to such careful personal scrutiny as the teacher. Few other occupations or professions demand the versatility in abilities that is expected of teachers. The State has shown special concern about the teaching profession by passing stern and specific certification laws and equally stern requirements for the written contract between the teacher and employer and for teacher dismissal.

Relatively low salaries unquestionably loom large in the placing of teachers. Every year, some teachers want to leave their profession; others seek to change to a better-paying teaching position either in or outside the State.

Although the number of rural schools has declined in the last few years because of school district reorganization, they are still very common in North Dakota. Living conditions, social conditions, physical requirements, and salaries tend to encourage a heavy turnover of rural teachers every year. Since most of the cities in the State are of very limited size and because there are no tenure laws and few salary schedules for teachers, turnover in city schools is also heavy. Marriage contributes to the annual teacher turnover, since many teaching positions, particularly on the elementary level, are almost exclusively filled by young women.

The operations of the Teachers Placement Service are simple and streamlined:

1. It is a completely centralized office operating as a division of the State Administrative Office with a staff of a chief and seven clerks.

2. It maintains confidential credentials on all applicants that use the service. These credentials meet all professional, educational, and ethical standards set up by the teaching profession.

Searching the files in the Teachers Placement Service section.

3. Professional applicants are enrolled and vacancies are listed for all educational levels.

4. Credentials are mailed to all employers where teachers may apply, or picked up in the office by employers, or are selected and sent to employers who indicate vacancies.

5. Applicants are notified of position opportunities by mail or telephone, or when they call at the office.

6. A college campus visitation program helps to maintain good relationship with college placement offices and students.

7. Because school boards, with three to seven members, are the hiring agents, the standard technique of notification, screening conference, interviews, and investigation is adhered to almost without exception.

The growth of the Teachers Placement Service since 1938 has been described by educators as phenomenal. Today it is completely accepted and recognized by all educational agencies in the State. Since it began, it has enrolled 36,000 teachers at all levels who have established and maintained credentials and used the vacancy services. Virtually all school administrators maintain their files with the Service and 90 percent of all teachers in North Dakota have used the facilities offered by the Service. Over 2,000 teachers are placed each year.

The Service has given teacher employers a picture of applicants both within and outside the State. Because North Dakota has a small number of colleges and two graduate departments, hundreds of students and teachers leave the State to take college or graduate work. Because they are members of the Teacher Placement Service and maintain their credentials in the centralized statewide placement service, a vast majority of these applicants are returned to do their teaching in North Dakota. This is verified by the State Department of Education's certification to 525 teachers from other States in 1 year.

It is assumed that because of the relatively low salaries which the small schools pay, North Dakota faces a migration of 20 to 30 percent of its teachers every year. But the Teachers Placement Service has been a stabilizing influence for many years.

By keeping in touch with former North Dakota teachers, the Service is also instrumental in bringing some of them back to North Dakota to take advantage of opportunities which did not exist when they left. For example: A class A principalship now open at $13,000 a year has attracted eight applicants, all formerly from North Dakota.

The Teachers Placement Service has helped to raise the standards of teacher hiring in the State through the complete, accurate, reliable, and up-to-date credentials maintained in its files. It saves the teachers of North Dakota thousands of dollars in placement fees each year. It gives them complete information on vacancies throughout the State when they decide to make a change. It has assisted in teacher promotion and has given the teachers assurance and confidence in applying for jobs, because they know they are supported by credentials that meet all professional standards.

Placement Rise Halts in April

A 14-month year-to-year uptrend in nonfarm placements halted in April, when the U.S. Employment Service and affiliated State agencies reported that the 533,100 placements made during the month were down 2.6 percent over the previous month and 4 percent over the year. Job openings received, however, remained unchanged at March's level, but were 5.2 percent more than in April 1965. Normally, both placements and openings rise 12 to 18 percent between March and April.

Thirty States had placement declines from last April, with Iowa and Minnesota accounting for three-fourths of the national decrease. April 1965 placements in those two States had been abnormally high because of the recruitment of thousands of emergency flood workers. Some States reported inability to furnish qualified applicants for many openings, particularly those of the more highly skilled and technical type.

Placements by Occupation and Industry

Placements in professional occupations advanced 8.2 percent from a year ago to 22,400 in April, and placements in semiskilled occupations rose 5.5 percent to 80,400, in contrast to over-the-year declines in the other major occupational categories. Among major industry divisions, April placements of 136,300 in manufacturing were 15.4 percent higher than a year earlier, with an even greater increase—19.3 percent—in the durable goods sector, mainly in fabricated metals, machinery, and transportation equipment. Except for public utilities, in which there was a 11.5 percent gain over last April to a total of 18,700, placements declined from a year ago in the other industry divisions.

The over-the-year drop in placements was concentrated among those of a short-term nature (3 days or less), particularly in service occupations and industries. Sporadic strikes influenced the placement decline in construction from a year ago as well as placements of skilled workers.

In the 56 largest Standard Metropolitan Statistical Areas, April nonfarm placements totaled 264,900 down 5 percent from the preceding month and 1.9 percent from a year ago. Among major occupations, the professional group gained 10 percent, compared with 8.2 percent nationally. Placements of unskilled workers gained 15.5 percent, compared with a fractional decline nationally.

Nonfarm Placement in the United States[1] and in 56 Largest Metropolitan Areas by Occupation and Industry, April 1966

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total[2]	533,100	−4.0	264,900	−1.9	100.0	100.0
Occupation:						
Professional and managerial	22,400	+8.2	17,500	+10.0	4.2	6.6
Clerical and sales	69,900	−5.0	36,900	−7.9	13.1	13.9
Service	165,400	−11.4	89,600	−11.2	31.0	33.8
Skilled	25,000	−10.7	11,600	−10.3	4.7	4.4
Semiskilled	80,400	+5.5	32,300	−3.6	15.1	12.2
Unskilled and others	169,900	−0.2	76,900	+15.4	31.9	29.0
Industry:						
Construction	38,000	−4.0	12,400	−3.0	7.1	4.7
Manufacturing	136,300	+15.4	61,400	+11.2	25.6	23.2
Durable goods	74,900	+19.3	36,200	+20.0	14.1	13.7
Nondurable goods	61,300	+11.0	25,200	+0.6	11.5	9.5
Transportation and other public utilities	18,700	+11.5	8,400	+22.8	3.5	3.2
Trade	116,200	−0.9	56,400	−1.4	21.8	21.3
Services	193,700	−10.2	112,500	−9.0	36.3	42.5
Nonhousehold	87,100	−5.2	53,900	−5.0	16.3	20.4
Household	106,600	−14.0	58,600	−12.4	20.0	22.1
Government	17,600	−27.4	7,900	−8.4	3.3	3.0
Other	12,600	−46.7	5,800	+3.0	2.4	2.2

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

SOURCE: U.S. Employment Service, based on data from affiliated State Employment Services.

Among industry divisions, the comparatively small public utilities group scored the largest relative gain from a year ago—23 percent. In manufacturing, placements in durable goods industries advanced 20.0 percent from last year, somewhat larger than the national increase in this sector.

Job Market Continues to Tighten

Despite the placement drop, there were many indications of a heavy demand for labor in April. Job openings received were 5.2 percent above a year ago—804,000, most for the month since the first available records in 1945. Unfilled openings rose 56 percent from last April to 468,700 the highest for any month since October 1946. At the same time, as for many months past, unemployment and new job applications continued to decline from a year earlier—unemployment by 21.1 percent and new applications by 6 percent. Not only has the number of applicants declined, but also workers available generally have lower skill and training qualifications, according to reports from a large number of States.

Job openings available (received during April plus carryover from March) totaled 1.2 million, up 18.7 percent from last April, and job openings canceled during the month, at 209,200—also the highest for the month since 1947 when records were initiated—increased 27.2 percent from a year ago.

Factory turnover rates (adjusted for seasonality) also reflect the tighter job market situation. New hires were 39 per thousand employed workers, up from 28 per thousand a year ago and the highest April rate since 1953. Quits were also highest for the month since 1953, rising over the year from 19 to 26 per thousand employed, while layoffs, at 10 per thousand—the lowest for the month since 1953—were down from the 15 per thousand rate a year ago. Despite these evidences of greater worker mobility, the placement penetration rate in manufacturing has shown a constant decline from year-ago rates for some months. Many States report many openings in manufacturing cannot be filled for lack of qualified applicants.

New Applications Decline

While the 805,600 new applications for work filed in local offices in April were the lowest for the month in 6 years—down 5.3 percent from March and 6 percent from last April, applications from youth rose 1.1 percent from a year ago to 341,400. The total active file, at 2,731,200 in April, was also down from a year ago—by 15.6 percent.

Counseling and Testing

With fewer applicants than a year ago, both initial counseling and testing declined. In April, 108,500 individuals were initially counseled, 0.8 percent fewer than in April of last year. At 205,400, total counseling interviews given, however, were up 4.8 percent from last year, indicating a higher ratio of subsequent counseling interviews. Reflecting their special needs, more than a fifth of the youth applicants were initially counseled in April, compared with 1 out of every 12 adults.

Aptitude and performance tests were administered to 223,400 individuals in April, down 5 percent from the preceding month and 2.1 percent from a year earlier.

Downtrend in Farm Placements Continues

Farm placements in April totaled 137,000, down 4.2 percent from a year ago. The downtrend in farm placements and employment over the past several years reflects the advancing mechanization and improved farming methods, as well as the increasing rate of urbanization in the Nation. Some 19,800 of the month's total represented placements among youth under age 22, compared with 21,000 a year ago.

Professional Placements Gain

Professional placements by the public Employment Service have, for a number of years, shown a steady uptrend both in volume and as a percent of total nonfarm placements. Ten years ago professional placements numbered 116,900, representing 1.9 percent of total nonfarm placements.

In the year ending April 30, 1966, about 277,200 professional placements were made by local ES offices, a gain of nearly 10 percent over the corresponding year-ago period. Professional jobs filled accounted for 4.2 percent of total nonfarm placements in the year ending April 30, 1966 and 4.0 percent of the previous year's total. Three-fourths of the professional placements during the 12-month period were accomplished in the 56 major Standard Metropolitan Statistical Areas, where job openings of this type are found in large volume.

Several surveys have recently been made of job openings, on file at Employment Service local offices that have remained unfilled for varying periods of time. These surveys have, among other things, pointed up the need for the Employment Service to attract more applicants with professional backgrounds. This, of course, has become increasingly difficult in today's tight job market, and a rapidly diminishing supply of qualified jobseekers in the professional category.

The most recent survey—as of April 1, 1966—showed that of the 408,500 unfilled openings on that date, some 71,600, or 17.5 percent, were in the professional group. Three-fourths of these professional vacancies had remained unfilled for 30 days or longer. Most of the professional vacancies were accounted for by just a few occupations: Teachers and related educational jobs (20 percent); nurses, healers, and other medical service workers (9.7 percent); draftsmen (9.7 percent); social and welfare workers (9.2 percent); electrical and mechanical engineers (9.1 percent); managers and officials (5.3 percent); engineering and physical science technicians (3.6 percent); and laboratory technicians (3.5 percent). Except for teachers, most of these jobs had remained unfilled for lack of qualified applicants. Many of the teaching jobs were only technically unfilled, pending the signing of contracts and the opening of the school year.

Current Manpower Situation

Employment Service operating data for April and May generally point to a continuing tightening of labor supply in most major labor areas, although there were indications of some mixed trends. Reports of local occupational stringencies continued widespread, but shortages of sufficient severity to impede production were mentioned only infrequently by employers. More employers were reported to be lowering hiring specifications, instituting on-the-job training programs, upgrading workers, hiring women for jobs formerly restricted to men, and simplifying job duties in order to utilize lesser skilled workers.

Some machinery manufacturers report that hiring at lower skilled levels is being hindered by the unavailability of highly skilled supervisory workers. Employment Service interarea recruitment for skilled, as well as for production workers, has continued unabated during the first 5 months of 1966. Many areas report that June graduates from technical schools and colleges will meet only a small portion of current unfilled job vacancies. Efforts are being made in many areas to direct the "hard core" unemployed to the job market through referrals to MDTA training programs or to jobs requiring limited skills.

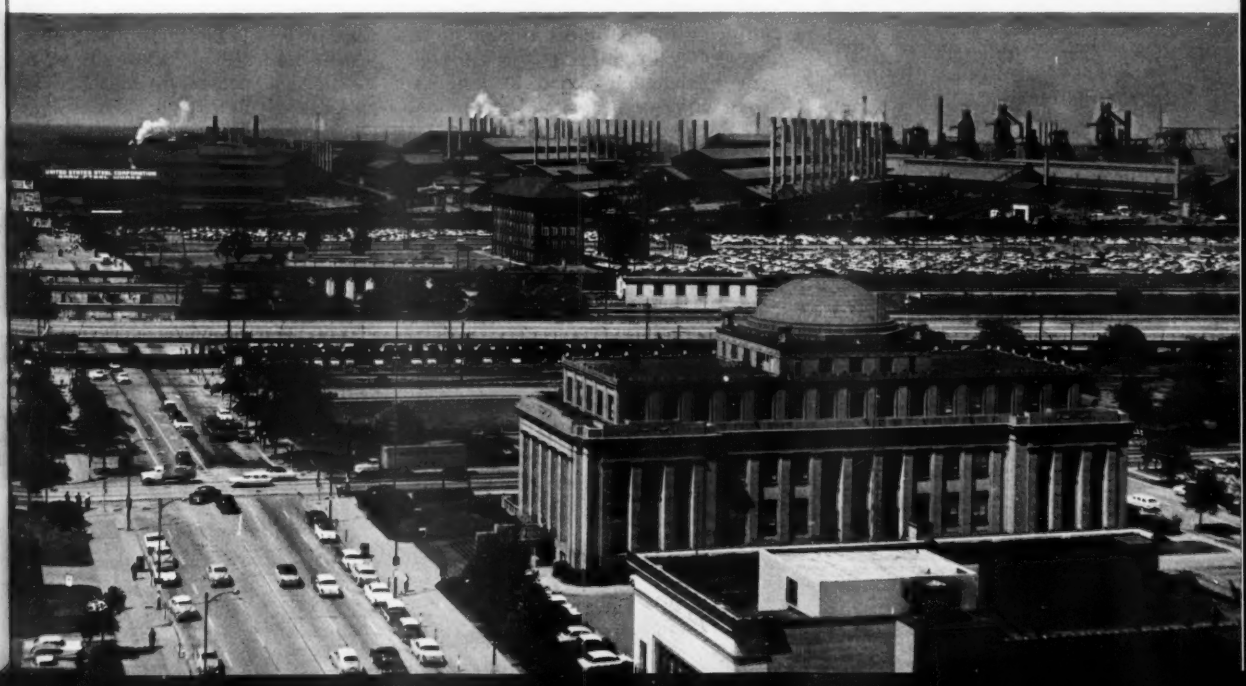
While the steady year-to-year increase in Employment Service placements of the preceding 14 months was interrupted during April, job openings received both in March and April reached the highest for the month since these data first became available in 1945. Unfilled openings also established new records. With more than 1.2 million job openings available at the country's 2,000 public Employment Service offices during April, the number of applicants to fill them declined, as in previous months.

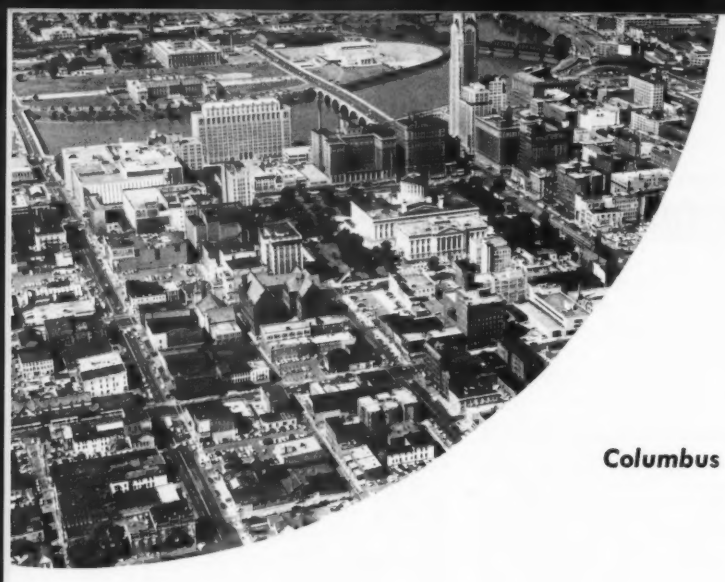
For the 18th successive month, job openings placed in interarea recruitment rose well above year-earlier levels as employers sought qualified workers from other areas for locally hard-to-fill jobs.

Half of the locally hard-to-fill job openings in May were for skilled and semiskilled workers and a third for professional persons; in contrast, a year earlier half of the hard-to-fill openings were for professional occupations and only a third for skilled and semiskilled workers.

Continued expansions in demand for durable goods, particularly commercial aircraft and stepped up defense and other Federally financed aerospace procurement, further stimulated the search for professional and technical personnel. Hard-to-fill needs for engineers—especially mechanical and electrical—were considerably above year-ago levels. For the first time in 8 years, engineering openings during the first quarter of

Gary, Ind.





Columbus

1966 greatly exceeded applicants at public employment offices in the 30 major employment centers regularly reporting on job market conditions for engineers, scientists, and technicians. For draftsmen, too, openings were at the highest level and supply at the lowest in the history of the series. Hiring specifications were being relaxed as employers accepted inexperienced draftsmen trainees in greater numbers.

Hard-to-fill needs for trained nurses and social workers also continued at high levels, pointing up the chronic scarcity of qualified applicants in these occupations.

Of the openings for skilled workers placed in interarea recruitment, almost half were for machinists, machine shop workers, tool and die makers, welders, and pattern and model makers. Urgent needs for skilled workers in the aircraft industry were reflected in the sharp over-the-year rise in listings in interarea recruitment in these occupations.

Manpower Training

A recent review of MDTA operations indicates that training has taken place in 41 of the approximately 46 occupational categories which have been identified as in relatively short supply in many areas.

Nearly half of all MDTA training is in high-demand skilled and semiskilled occupations, about 20 percent in clerical occupations, and another 15 percent for semiprofessional and technical jobs. These include draftsmen, machine operators, welders, automobile mechanics and repairmen, nurses and other health workers, and secretaries and stenographers.

Increasing emphasis is being given to MDTA programs for areas of high unemployment. Some $4 million were allocated for redevelopment areas in the last half of 1965 and this increased to $13 million for the first 3 months of 1966.

Recent Area Developments

Six major manpower areas shifted in March to categories denoting lower unemployment. The Nation's third and fifth largest manpower centers—Chicago and Detroit—as well as two leading steel centers—Gary-Hammond-East Chicago (Ind.) and Lorain-Elyria — and the expanding Wichita aircraft center are now classified as having relatively low unemployment. Lawrence-Haverhill, Mass. moved from a substantial unemployment group classification to a moderate unemployment rating. This is the first time since the inception of the present classification program in May 1955, that the area has been out of the substantial unemployment classification.

In May, five more areas were reclassified from moderate to low unemployment—Albany, Baltimore, Pittsburgh, South Bend, and Seattle — whereas the situation changed in the opposite direction in Baton Rouge—from low to moderate unemployment.

Major labor areas classified as having relatively low unemployment (2.9 percent or less) in May, the latest ratings available, totaled 59, the most for any month since 1955. Compared with 22 areas in the substantial unemployment category (rates of 6 percent or more) in May a year ago, 13 were so classified this May, while moderate unemployment conditions prevailed in 78 major areas.

Seattle, Wash.—Continued hiring in the dominant aerospace industry, together with moderate gains in shipbuilding, machinery, and metal products, were responsible for the improvement in economic conditions in the Seattle area over the year ending April 1966. Nonfarm employment in the area climbed to a record for April of 451,900, up nearly 46,000 from a year earlier. The unemployment rate dropped to 2.4 percent of the work force, compared with 4.9 percent in April 1965. Prior to that, Seattle had been in the category of substantial unemployment. Because continuing employment advances are expected in the next few months due to a large expansion in the aircraft industry in addition to normal seasonal advances in construction, trade, transportation, food processing, and services, Seattle was reclassified from moderate to low unemployment in the U.S. Employment Service AREA TRENDS publication in May.

In early April, about 14,000 job openings were reported on file at local public employment offices, a threefold increase over the year. A large proportion of the currently hard-to-fill jobs included openings in the air-

craft industry for tool fabricators, final assemblers, machinists, airplane inspectors, form builders, machine operators, programers, aircraft engineers, and sheet metal workers. The recent upsurge in shipbuilding has also created openings for heliarc welders, sheet metalworkers, pipefitters, shipfitters, and electricians.

A local aircraft plant will employ women MDTA final assembler trainees, an occupation previously restricted to men. Also, the company has relaxed educational requirements for tool fabricator (patternmaker) trainees and will hire persons with a less than high school education.

A community development conference in mid-April brought together Federal, State, and local officials and civic and business leaders to plan schools, housing, public utilities, and roads required as a result of the rapid industrial expansion in the area.

Cooperative efforts, coordinated by Labor Department officials, are being directed toward the solution of the area's manpower problems, with particular emphasis on the full utilization of local manpower resources. Under an OJT training project sponsored by the Seattle Urban League, 200 members of minority disadvantaged groups will soon start on-the-job training in Seattle commercial, industrial, and small-shop concerns. Seattle Job Market, Inc., a nonprofit organization started in April and financed by private donations, is a job-information clearinghouse located in an area populated principally by Negroes. Outreach activities of the Seattle Youth Opportunity Center have also been concentrated to a great extent in Seattle's central section of predominantly Negro inhabitants.

Columbus, Ohio—The general economic improvement in the Columbus labor area during 1965 continued in early 1966. Nonfarm employment rose by 15,200 to 315,800 during the 12-month period ending March 1966, and increased another 5,400 in April. While most of the gains were in service, trade, and government, moderate increases in factory employment were also reported. Area unemployment estimated at 9,500, or 2.6 percent of the work force in March 1966—down from 3.3 percent one year earlier—dropped to 2.2 percent by April.

Area manpower shortages have intensified in recent months. In early April, unfilled openings totaled about 2,150, of which one third had been unfilled for a month or more. Needs were greatest for professional, technical, and skilled occupations, including engineers, physicists, social workers, draftsmen, nurses, machine tool operators, welders, auto mechanics, and appliance repairmen.

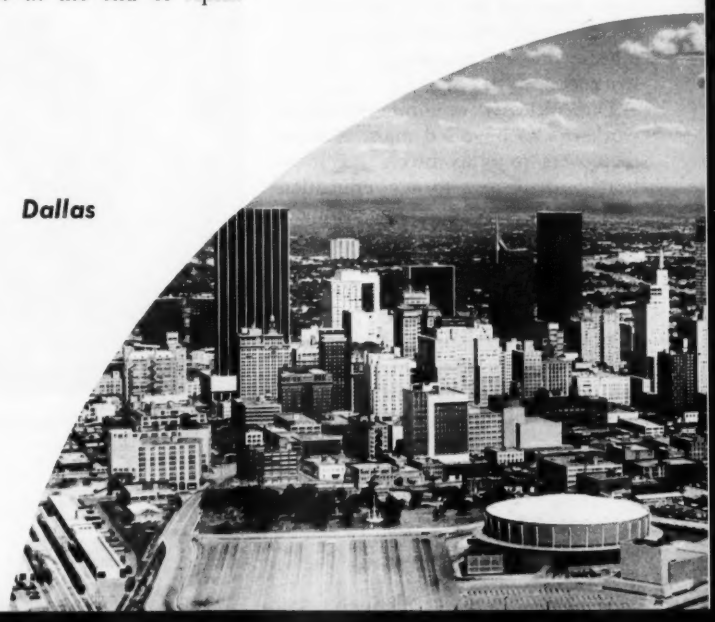
Some area employers have lowered educational, age, and experience requirements while others have instituted on-the-job training to upgrade existing worker skills. For example, OJT training programs partially financed with Federal funds are now being arranged mostly in the machine tool industry, in order to bring the skill levels of 480 workers up to entrance requirements for regular apprentice programs. In addition, MDTA training courses and OJT projects have been approved and funded recently for over 1,500 trainees.

Dallas, Tex.—Employment in the Dallas area totaled 507,000 in April 1966, a gain of 30,000 over the year, with jobs in manufacturing accounting for almost 40 percent of the increase. Compared with 3.3 percent 1 year ago, the April unemployment rate was 2.4 percent, the lowest since October 1959.

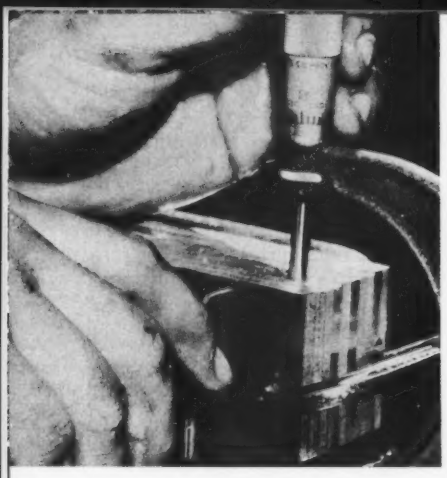
Accompanying the gain in area employment over the year was a sharp increase over the year in the number of unfilled job openings, which totaled 4,800 at the end of April. The shortage of registered nurses and skilled and unskilled hospital workers has intensified. Other hard-to-fill needs reported were for engineers, qualified draftsmen, mechanics, machine operators of all types, clerical workers, and sewing machine operators. Some machinery manufacturing firms are having difficulty in fulfilling contract obligations because needed workers are hard to find.

As elsewhere, employers in the area have been encouraged to lower hiring specifications and job performance requirements. MDTA courses cover a variety of occupations, including machinist, tool and die maker, aircraft manufacturing technician, automobile mechanic, combination welder, mechanical draftsmen, data processing servicemen, and calculating machine operator. In early April, 38 on-the-job training projects in the area were approved for 1,402 trainees. Private training courses for 48 sewing machine operators were staffed through the Texas Employment Commission.

Atlanta, Ga.—Total employment in the Atlanta area reached an all-time high of 556,000 this April. Spurred by increased business activ-



Dallas



OJT training programs are being arranged in the machine tool industry in Columbus, Ohio.

ity and seasonal gains, nonfarm payrolls rose to 495,000, an increase of almost 30,000 over April 1965. Manufacturing advances accounted for about a fourth of the gain and were largely concentrated in the transportation equipment industry. The Atlanta labor area has been classified as an area of low unemployment since July 1964; the unemployment rate in April was 2.3 percent.

The number of unfilled job openings in April—at 6,900—was 1,000 higher than a year earlier. In the professional and managerial occupations, engineers of all types, draftsmen, administrative assistants, social welfare administrators, nurses, and recreational therapists were reported in short supply. Shortages of clerical personnel continued. In the skilled category, intensified needs were reported for all metalworking occupations; in the unskilled segment, a heavy demand continues for service workers.

Difficulties in obtaining qualified workers also have led many Atlanta employers to relax hiring specifications with respect to age, education and experience, and in some instances to initiate on-the-job training programs. Some hard-to-fill openings are being filled by workers who have completed MDTA training courses.

In addition, nine Neighborhood Service Centers, offering training and job opportunities to persons in low income areas, are in operation and three more are planned. More than 11,000 individuals have been served by these centers. Service aides have visited over 20,000 homes on a door-to-door case-finding basis, seeking to attract workers to these centers; almost 6,500 individuals have been served on a continuing basis.

Stenographers continue in demand.

Drafting is one of the high-demand occupations for which MDTA training is given.

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